

**AMAZON PROJECT: PROMOTION OF SUSTAINABLE  
HUMAN DEVELOPMENT ALONG THE SANTIAGO  
RIVER (PERU-ECUADOR)**

**FINAL EVALUATION REPORT  
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**Authors:  
Meg Braddock  
Emma Raffo**

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**ABBREVIATIONS**

ADE	Area of Development Education, Ministry of Education
AIDSESP	Association for the Development of the Peruvian Amazon
AIEPI	Integral Attention to Prevalent Childhood Diseases
ARI	Acute respiratory infection
CAH	Aguaruna and Huambisa Council
CCODEPURSA	Coordination Committee for the Development of the Santiago River Communities
DPT	Diphtheria, pertussis and tetanus vaccines
ENDES	National Demographic and Family Health Survey
FECOHRSA	Federation of Huambisa Communities of the Santiago River
FONCODES	National Compensation and Social Development Fund
FONCOMUN	Municipal Compensation Fund
HDI	Human Development Index
MCH	Maternal Child Health
MFA	Ministry of Foreign Affairs of Finland
MOE	Ministry of Education
MoH	Ministry of Health
ONPE	National Polling Office
PROMUDEH	Ministry of Women and Human Development
RENIEC	National Identity and Civil Status Registry
TBA	Traditional birth attendant
UNICEF	United Nations Children's Fund
WCA	Women of child-bearing age

## EXECUTIVE SUMMARY

### Principal Findings:

#### *General comments*

The project has two country programmes in Peru and Ecuador administered by UNICEF-Peru and UNICEF-Ecuador respectively, and a Binational sub-programme administered by UNICEF-Peru. In practice the two country programmes have been run as separate projects. The Peruvian project is larger in scale and has almost three times the budget of the Ecuadorean project. The Binational component is small.

Access to the zone is difficult and has caused many start-up problems for the projects, including recruitment of staff, monitoring and support mechanisms, and the time and cost of transport. Access is considerably more difficult in Peru where it can take up to 3 days to reach the project zone from Lima.

Both projects have achieved a good level of insertion into the zone, and have set the basis for future work. This first phase could be considered as an inception phase.

Both projects include the same 4 components of health, education, rights and capacity building, but the approach is different with more community-level work in Peru. In Ecuador the project has focussed on working at policy level. As a consequence of this different focus the Peruvian project has had more identifiable impacts on the quality of life of people in the zone, impacts which are not yet evident in Ecuador.

#### *General evaluation issues*

The project is **relevant** to the Binational Plan, to the transitional strategy of Finnish cooperation with Peru, and to the priority needs of the beneficiaries, although it does not tackle the principal need of the beneficiaries, which is income generation.

Some progress has been made towards the overall objective, particularly in Peru, where there has been some identifiable **impact** on the beneficiaries. Impact cannot yet be identified in Ecuador.

There has been significant progress towards the project purpose in Peru, where the project has already been **effective**. The project purpose in Ecuador is quite different from that of Peru, focussing on institutional capacity building. The project in Ecuador has been effective in this respect.

Component-specific progress towards the results has been positive in all 4 components in Peru, although the evaluation team have some reservations about the progress in the education component. Women's rights have not been tackled in the Rights component. The **efficiency** of the project in Peru is positive despite the high % of spending on technical assistance and project support. In Ecuador the % of spending on technical assistance and project support is also high, but there has been some progress towards the expected results, particularly in birth registrations and capacity building.

Project **management** has been good in both countries, despite the problems of recruitment and personnel management in distant locations. UNICEF has contributed resources such as staff time, financial systems and organisational back-up to project management, although these contributions do not appear in the financial reports.

The **Binational component** had a modest budget and its activities have been correspondingly modest. The potential advantages of the Binational Plan framework have not been realised. This component requires strengthening.

#### *Specific evaluation issues*

**Strategic orientation** should take into account plans for construction of an international highway in the zone, and the possible need to support indigenous people in coping with rapid change. Poverty and gender issues should also be included, together with support for MoH education in reproductive rights.

Some **re-orientation of the components** is required in both countries.

Programme **monitoring** mechanisms only report on activities and finance, with no reference to progress towards results or objectives.

Programme **reporting** could be improved through better structuring, to make the reports more useful to the project and to the Finnish government.

More work is needed to develop appropriate and relevant **indicators**, both quantitative and qualitative.

A number of **lessons** can be learnt from this project which is working with indigenous people in a remote zone.

There is no **exit strategy** for this phase as UNICEF expected the Finnish Government to finance a second phase.

#### *Evaluation of factors ensuring sustainability and compatibility*

The project evaluation has positive results in the areas of policy environment, integration into on-going government plans for health and education, compatibility with Finnish development cooperation priorities and participation and ownership. The evaluation team has some reservations in the areas of economic and financial feasibility, institutional capacity, and socio-cultural aspects. The project is weak in the area of gender and more affirmative action will be needed in a second phase.

### **Conclusions**

This project has achieved a good level of insertion into the indigenous communities of the River Santiago in both Peru and Ecuador. Despite the practical and political problems encountered in this remote zone, the teams have made some progress in all the major project components during a 2½ year period.

The Peru project focussed on the community level as well as working at policy level with regional and local governments. The Peru project shows more concrete results at community level and has had more impact on the primary beneficiaries. The Ecuador project has focussed on the public policy framework and has not as yet carried out many activities at community level. It has not therefore achieved a significant impact on the primary beneficiaries in this first phase.

The evaluation team considers that more concrete results could have been achieved in Ecuador through more coherent intervention strategies in health and education, together with a more flexible approach to applying elements of the UNICEF national programme (such as SIL and participative budgeting) to take into account specific community needs and capabilities.

In both countries, a logical framework and better indicators would have enabled a more rigorous analysis of the project's achievements. Qualitative evidence collected during the evaluation suggests that advances have been made in the major components of health, education, rights and capacity building in both countries.

Areas where more work is required in both countries include nutrition, incorporation of women into public sector social security benefit schemes, attention to women's rights and education in sexual and reproductive health. Improvements in the quality of education and affirmative action on gender issues are also essential.

The project appears to have been reasonably efficient and cost-effective, although the indirect costs of technical assistance, transport and project support are high at 50% of the total spending. This is partly due to the isolation of the zone and difficulties of access.

The Binational component of the project has had limited impact and requires strengthening in order to realise its potential contribution to integration of the two countries.

There is no project exit strategy at present. This first stage of the project has been an inception phase, and has established a good base for further development of activities in a second phase.

## **Recommendations:**

### *Recommendations on project design and content:*

In a second phase, the use of a logical framework format would facilitate project design and the selection of more appropriate indicators.

The strategic orientation of the second phase should take into account the possibility of construction of an international highway in the zone, which if and when it occurs will accelerate social and economic change for the beneficiaries. The project should be designed to support the indigenous people in coping with possible future change.

The second phase should consider how to extend best practices developed in the first phase to other border areas included in the Binational Plan.

The following areas should be addressed in the second phase:

- Nutrition
- Participation in national social security schemes for MCH
- Women's rights
- Adolescent pregnancy and child spacing
- Quality of education, including curriculum content and teaching quality
- Gender issues

In Ecuador the project should aim to increase the participation at community level in general. This also applies in particular to participation in new educational strategies, including networks and early childhood education.

In both countries, the project should concentrate on improving the quality of education and increasing educational achievement of children. Quality improvements should be applied to both bilingual and Spanish education.

In both countries the project should assess the capacity of parents to participate effectively in community-based early childhood education and ensure that the methodology adopted is appropriate to the educational levels of the parents.

In both countries the projects should work with the Central Civil Registries to develop simplified systems to remove the obstacles to birth registration in remote and indigenous areas.

Little is known about the values, belief systems and culture of the indigenous peoples in this area. Therefore, before undertaking project planning, it is important to carry out qualitative studies to obtain a better understanding of the beneficiaries. These studies should aim to develop qualitative indicators of progress in the second phase.

In both countries the project should include affirmative action in gender. This should centre on reducing physical and psychological violence against women, including the incidence of rape of girls and adolescents. To tackle these problems, we propose a strategy that works in two directions: (a) top-down, by raising awareness among education and health officials and among regional and local governments of the problem of domestic violence and sexual abuse of girls; and (b) giving full support for women to participate in the community. In Peru, the goal should be that the Community Vigilance committees should include more women than men. In Ecuador, the Community Education Networks should put special emphasis on promoting the empowerment and training of women teachers; these networks should also highlight the issue of physical and psychological violence against women, rather than covering it up. This work does not require much outlay in material or human resources, but it does demand an effort of will on the part of the institutions concerned and the project staff.

The Binational Plan component should be strengthened with more emphasis on concrete and practical joint activities to improve the quality of life of people in the project zones.

The second phase should develop a clear exit strategy for UNICEF in the project zones.



### *Recommendations on methodology*

Better indicators should be developed for the second phase. Indicators should be appropriate, feasible to measure and monitor, and reflect qualitative as well as quantitative change (for example, in changing processes). Specific suggestions on appropriate indicators have been given in the text of the report.

Care should be taken to ensure that the indicators show changes due to the project activities rather than general levels of activity in health and education services (for example, in Ecuador's 2003 report the overall figures for health and education services in the zone are shown in the project report, rather than the increments in service levels due to project activities). Indicators should monitor the quality as well as the quantity of activities, especially in activities such as training, and qualitative indicators should be included where appropriate.

Appropriate systems to monitor progress towards outputs and objectives should be developed (current systems only monitor activities and spending).

Guidelines should be developed for project reporting to ensure that the information and analysis are useful to the projects themselves as well as to the Finnish government. The guidelines could also indicate the periodicity of reporting required by Finland.

On both sides of the frontier, UNICEF should be aware of the risk of adding to the bureaucratisation that accompanies the decentralisation process. Rather than create new base organisations, it is better to work with existing ones.

### *Recommendations on administration and finance*

Project spending on technical assistance and project support has been high in phase 1. In phase 2 more attention should be paid to reducing the cost of technical assistance inputs and overheads to ensure more funds are spent directly on project activities, and to improve the prospects of sustainability.

Given that the projects are now established in both countries, it would be advisable to consider the possibility of using short-term consultants with more experience rather than setting up a permanent full-time team of consultants living in the project zones, which is difficult, expensive and can lead to dependency on the project.

Ecuador should use the financial systems for disbursements to counterparts developed by UNICEF-Peru to facilitate funds flow and reporting.

In order to highlight the project's participation in the Binational Plan, it may be worthwhile considering a more active management or monitoring role for the Binational Plan Secretariat in a second phase. This could take the form of participation in a Steering Committee to monitor project progress and review annual plans. Participation by the Finnish Embassy in such a Steering Committee would also facilitate good information flow to the Finnish Government on project activities and progress.

*Recommendations for financing a second phase*

The evaluation mission recommends Finnish support for a second phase of this project in both Peru and Ecuador. The two Phase 1 country projects have complementary achievements and strengths. It is recommended that the two countries prepare a joint proposal for the second stage to take advantage of this synergy. The proposal should incorporate the principal recommendations of this evaluation.

In order to avoid losing the ground gained to date in the project zones, UNICEF Peru and Ecuador should review the minimum staff and spending levels required to maintain a presence in the zone during the period between the end of the current projects (June 2004) and the start of Finnish Government financing for a second stage. UNICEF should investigate possible methods of covering these costs during the bridging period.

## **1. SUBJECT OF THE EVALUATION**

The Government of Finland is financing the project “Amazon Project: Promotion of Sustainable Human Development along the Santiago River”, an integral development project designed to benefit indigenous communities living in the Santiago River watershed in the Amazon border areas of Peru and Ecuador. The project is implemented by the United Nations Children’s Fund (UNICEF) offices in Peru and Ecuador. The objective of the project is to contribute to social and human development in the border areas of both countries, as specified in the Binational Plan for Peace and Development established by the Governments of Peru and Ecuador under the Peace Treaty of 1998. The project represents an opportunity for Peru and Ecuador to make joint efforts for peace and cooperation to benefit the indigenous communities who live in the border areas.

The first phase of the project started in 2002 and will finish in July 2004. The Finnish contribution is € 2,018,255. As the project meets the objectives and priorities of the Binational Plan, the governments of Peru and Ecuador as well as the two UNICEF country offices have requested Finland to finance a second phase. Before deciding on continuation of the project the Finnish government wished to conduct an independent evaluation of the first phase. This report presents the results of the evaluation, which was carried out in May/June 2004.

## **2. BACKGROUND OF THE EVALUATION**

### **2.1 Purpose of the evaluation**

The purpose of the Mission was to conduct a final evaluation of the Peru and Ecuador border area project, and provide the Ministry of Foreign Affairs of Finland, the governments of Peru and Ecuador, and UNICEF with an independent review and analysis of the project for decision-making purposes. The work was to focus on assessing the progress made towards achieving the overall goals, and the relevance of the project to the objectives of the Binational Plan, together with recommendations for an eventual extension of the project. Full terms of reference (ToR) are presented in Annex 1 of this report.

### **2.2 Methodology used**

The evaluation team consisted of two consultants with wide experience in development projects in Latin America. The team leader is an economist, and the second team member an anthropologist. The team spent the month of May in Peru and Ecuador.

After an initial review of project documentation, the evaluation team drew up a matrix containing the key questions to be answered, and identifying the information sources to be consulted for each point. Additional documentation was collated and reviewed. The team conducted individual and group interviews with stakeholders at central level in Peru (UNICEF, government representatives, Finnish Embassy, Binational Plan, representatives of indigenous federations, etc.) prior to travelling to the project zone on the Peruvian side of the border. The team was accompanied on the field work by the

UNICEF Health Officer and the Project Coordinator from the Lima Office, a representative of the Binational Plan and a representative of the Finnish Embassy in Lima. In the project zone interviews and discussions were held with the UNICEF project team, representatives of public sector and civil society organisations at regional, local and community level, and with individual community members. Visits were made to 3 communities to observe project activities in practice and to interview beneficiaries.

As there is no direct access from Peru to the project zone on the Ecuadorean side of the border due to the lack of official border crossings and the poor navigability of the Santiago River, the team travelled back to Lima and from there to Quito. The same evaluation methodology was used in Ecuador, including interviews with stakeholders at central level prior to travelling to the project zone. As the project in Ecuador has focussed on provincial and municipal level rather than community level, a series of interviews and visits were held in Macas, the provincial capital of Morona Santiago province, prior to visiting the municipalities of Méndez and Limón where project activities have been carried out. Interviews were held with representatives of groups and organisations who have participated in the project, and with community members from the beneficiary groups. The evaluation team also visited a water and sanitation project in a Shuar community close to Santiago River and interviewed teachers, pupils and health workers in the community who have participated in initial project activities.

The methodology was highly participative, with a total of over 180 people involved in discussions and interviews (see Annex 2). At the end of the in-country mission the consultants presented preliminary results of the evaluation in a workshop attended by representatives of the governments of Finland, Peru and Ecuador together with representatives of UNICEF.

The mission programme and a list of all the people interviewed is included in Annex 2 of this report.

### 2.3 Project structure and report structure

The project was originally proposed to the government of Finland by UNICEF-Peru, and UNICEF-Ecuador was subsequently invited to submit a complementary proposal to include in the overall project. The combined project includes a project for Peru managed by UNICEF-Peru, a project for Ecuador managed by UNICEF-Ecuador, and a Binational sub-project managed by UNICEF-Peru. The project was approved by the Finnish government and funds were disbursed to UNICEF in early 2002. Project activities commenced in Peru at the beginning of 2002, and in Ecuador in May 2002.

In practice the two country projects have been run separately. The Peruvian project has a significantly larger budget than that of Ecuador. The funds budgeted (and now almost completely spent) in the three project elements were:

Peru	US\$ 1,087,750
Ecuador	US\$ 466,704
Binational	US\$ 136,000
<b>Total</b>	<b>US\$ 1,690,454</b>

(Note: These figures differ from the overall figure for the Finnish contribution of €2,018,255 provided in the Mission's ToR. This may be due to changes in the exchange rates, or retention of funds for UNICEF New York overhead costs. The evaluation team did not have access to information on New York costs).

Each of the two country projects has its own objectives, purposes and outputs. However, both are aimed at the same overall goal of improving the quality of life of the indigenous communities of the Santiago River basin, and both projects have the same 4 components of health, education, promotion of human rights, and local capacity building. The Peruvian project has worked more at local level and through second-level organisations, and has already had a direct impact on the primary project beneficiaries – the people of the zone. The Ecuador project has worked more at national, provincial and municipal levels to influence public policy, and to date has had less direct impact on the primary beneficiaries in the Santiago River communities.

At present there is no direct communication between the project zones of the two countries. Although the zones are both in the Santiago River watershed and are contiguous, there are no official border crossings on the river, which is only navigable at certain times of year. The people on the two sides of the border are from different indigenous groups, with Shuar and Achuar people on the Ecuadorean side, and Aguaruna and Huambisa groups on the Peruvian side.

As the project has been managed as two separate programmes in Peru and Ecuador, this report discusses each of the evaluation issues for each country separately, comparing and contrasting results where appropriate. The Binational Component is discussed separately in section 3.1.6 of the report.

It is important to note that this first phase of the project has achieved a high level of insertion into the communities, an important achievement in a short period of time in this physically isolated region with its own specific cultural norms and practices. In both countries the Santiago River communities are in a transition process, moving from their traditional way of life towards a higher level of contact and integration with modern society. This is a complex and potentially conflictive situation which can make development project work difficult. Despite these problems the project has made significant progress.

Logical frameworks have not been developed for either of the country projects, leading to some difficulties in reporting under the evaluation report format required by the Mission's terms of reference. These difficulties are indicated at relevant points in the text of the report.

### **3. EVALUATION ISSUES**

#### **3.1 General Evaluation Issues**

##### **3.1.1 Relevance of the project**

###### **3.1.1.1 Relevance to the Binational Plan**

The purpose of the Binational Plan of the governments of Peru and Ecuador is to accelerate the productive and social development of the border regions of Ecuador and Peru and to support the integration of the two countries, while safeguarding the environment.

The plan has 3 objectives:

- Foster productive and social development of the border region, in order to bring it up to the level of other areas of the two countries, raising the population's standard of living and preserving the region's ecosystems.
- Promote the economic integration of the border regions and improve their articulation with the other areas of the two countries.
- Promote the safeguarding of the border region's bio-diversity and of the environment, as well as preserving the identity of the region's indigenous communities.

This project is relevant to both the first and the third objectives.

The Binational Plan aimed at raising over US\$ 3,000 million for infrastructure, productive and social investment, however in practice the amounts raised have been significantly lower. The international community has provided US\$256 million in non-reimbursable contributions, and the two countries have raised a total of US\$133 million in loans. As IMF criteria have restricted both countries' access to additional loan monies to implement the plan, they are currently investigating additional innovative financial mechanisms to raise money (debt swaps, establishment of a Foundation, etc). In this financial context, the contribution of the Finnish Government becomes more significant.

###### **3.1.1.2 Relevance to the Transitional Strategy of Government of Finland's cooperation with Peru**

The project aims and objectives are closely linked to two priority development areas of the Finnish Government's external cooperation programme (poverty reduction and human rights equality). Although Peru is one of Finland's longest-standing development partners, the Finnish Government has reviewed its geographical priorities and has decided that Peru, together with Namibia and Egypt, will no longer be a priority partner country for development aid. Bilateral grant funding for Peru will continue to 2008 to ensure that on-going projects are completed, and new grants may be approved for existing projects such as this one. Although bilateral grant aid will be discontinued

after 2008, other areas of cooperation including university scholarships, credit programmes, regional projects and NGO projects will continue to be funded.

An extension of the Amazon Project would be compatible with the Finnish Government's transitional strategy for Peru, as it is both an on-going project and a regional initiative.

### 3.1.1.3 Relevance to the priority needs of the beneficiaries

The beneficiaries in both countries need income, and access to quality education and health services. We interviewed some of the beneficiaries and asked about their most important problems. The answers varied according to gender, and more answers were obtained from men than from women.

**Income:** the men insisted on the need to get better crops and products from their lands, both to sell and for subsistence use. Some women on the Peruvian side commented that the reason that their husbands leave them is because they go to nearby towns to seek work, though some come back for periods. As families have little income they barter products with their neighbours and others. The need for income is very strong and is an important element which can influence participation in community (and project) activities. In our interviews, some promoters and participants in the Community Ombudsmen's offices on the Peruvian side of Rio Santiago were explicit about their desire to obtain some income for their work in these activities.

**Education of Quality:** Both parents and teachers expressed the importance of access to secondary school and higher education for children in the communities, not only for their own benefit but also as a way to help the community. Education is seen as the means by which their children can learn how to cope with the modern world. We received several comments from mothers in both countries regarding the importance of learning Spanish in the schools. Their experience of life has shown them that those who speak Spanish have more opportunities of work and of political participation than those who only speak indigenous languages. Spanish is the only means of communicating with those who have power. This does not mean however that they are contemptuous of their own customs and values. They live in this apparent state of conflict.

The indigenous populations who live on both sides of the border have two alternatives: to study in Spanish in the national education system, where their history, values and customs are totally excluded and, consequently, their identity is subordinated to the values and customs of those who have power; or to take part in bilingual education of poor quality, with insufficient teaching materials and teachers with little pedagogical training. Faced with this apparent conflict, the solution they have adopted to date has been to support bilingual education. Bilingual education has been included in the constitutions of both countries for many years, but in practice it has only recently been implemented, with the backing of the indigenous movements in both countries. Education reforms in both Peru and Ecuador have included a series of plans and programmes, both sectoral and inter-sectoral, to support the development of good quality bilingual education. However, the quality is still poor and the bilingual education creates confusion for participants. For example, an Education Director in a community on the Ecuadorean side told us that initially many indigenous teachers

supported the implementation of bilingual education, but that now they are discontented because this has excluded them from the training given to those who teach only in Spanish. This is a problem that will have to be resolved if the bilingual educational policy is to be effective.

**Access to health services:** The beneficiaries whom we interviewed and observed have little access to health services. In some cases, they have to travel for several hours by canoe to reach a health unit. All the beneficiaries practise medical pluralism, meaning that they value both western and traditional medicine. The mothers and fathers we interviewed know that the only way to cure infections that their children constantly contract is through the use of western medicines which cost money. Traditional medicine is used as a complement. In many cases, it is just part of a ritual and provides psychological support, especially when there is no money to buy medicines. Another need that was mentioned indirectly was that of family planning. Women mentioned that one of their major problem was having too many children. They did not know how to get family planning services, although these are available in the public health services in both countries.

**Access to political power:** This need was stated mainly by the leaders of the indigenous federations and associations, as well as the education and health promoters who feel excluded from national power structures. Many said that political decisions that affect them correspond to party-political positions. Some leaders think that political leaders take advantage of indigenous people, using them to formulate projects and obtain money which they keep themselves rather than using it to support indigenous communities.

Clearly there are many other needs in these communities, but the discussion above has focussed on those which correspond to components of the project. In none of the interviews was any mention made of needs directly connected to the peace process that started in 1998.

We should mention that all the beneficiaries interviewed consider that UNICEF, both in Peru and in Ecuador, works to support the solution of the needs indicated above.

### **3.1.2 Overall programme progress towards the overall objective (Impact)**

The overall objectives for the two country programmes are:

Peru: To promote the social and productive development in the Peru-Ecuador Amazon border region, and promote the integration of both countries preserving the indigenous communities of the River Santiago basin (Condorcanqui province).

Ecuador: Children and women of Morona Santiago province have access to basic services of health, education and birth registration in order to improve their living conditions.

Neither country has proposed specific indicators to measure progress towards the overall objectives. The Peruvian project has carried out a “baseline study”, which was



completed in late 2003 and provides some quantitative indicators of the current situation in the zone. The study took longer than planned as it had operative problems (eg difficulties in recruiting local interviewers with a sufficiently high literacy level). It is more a detailed diagnostic of local conditions rather than a baseline study for this phase of the project, which was more than half over before the study results were available. In Ecuador baseline studies are being carried out in each municipality as part of the development of Local Information Systems described in more detail below, but data from the baselines these are not yet available for all the municipalities included in the project.

In the absence of indicators or quantitative data from the project or from local institutions, the evaluation team could not carry out a rigorous analysis of progress towards the overall project objectives. However, the evaluation team was able to identify some progress in each country.

In Peru, the quality of life has improved for the river communities with improvements to the health services and health status of the population, improved transport and communication, and increased capacity of the people and in particular vulnerable groups such as children to exercise their rights. A start has also been made in improving education with more school enrolments, but there are problems in the quality of education and level of learning, as discussed in more detail later in this report. These points are discussed in more detail in the following sections. There has been no improvement in production, an area of work in which UNICEF does not have expertise and which has not been included in the project activities, although it is included in the overall objective. As yet the project has had little impact on integration of the two countries.

In Ecuador there have been some identifiable improvements in access to birth registration, but as yet little change in access to health and education services. As the project strategy is focussed on policy change and strengthening the capacity of government departments and municipalities it is not surprising that no direct impact on the people of the zone can be identified as yet. More time will be needed for changes in second and third level organisations to trickle down and to result in improved quality of life for the primary beneficiaries.

### **3.1.3 Overall programme progress towards the purpose (Effectiveness); to what extent can this progress be attributed to the project?**

#### **Peru:**

The Peruvian project has 4 purposes, one for each project component:

Health: Achieve a 20% reduction of infant mortality and a 15% reduction of maternal mortality rate in 30 Aguaruna and Huambisa communities in Condorcanqui province

Education: Achieve a 50% reduction of the educational exclusion of children and adolescents in 30 Santiago River communities (Condorcanqui province)

**Rights:** Achieve the realisation of rights of indigenous populations especially children's and women's rights in 30 communities of the Santiago River.

**Capacity building:** Strengthen local institutional and community organisational capacities to participate in the formulation of public policies in favour of children.

The project team have developed a series of indicators for each of these purposes (known locally as "General Objectives" for each component). Some numerical values are available for the indicators from the baseline study, but as this was not completed until late 2003 posterior values of the indicators have not yet been recorded. However, discussions during the evaluation showed that progress has been made in all 4 components.

In the health component, infant and maternal mortality are not the most appropriate indicators to detect improvements in health status of this relatively small population (12,000 people, with some 500 births per year and no maternal mortality reported in 2002 or 2003). Infant and maternal morbidity are better indicators at this geographical level. Health staff report that infant morbidity has decreased significantly during the last 2 years, with lower incidence of diarrhoea, pneumonia and parasitosis, attributed largely to project activities in health education and training. These activities have included training of health promoters and traditional birth attendants (TBAs) to identify high-risk pregnancies and common childhood diseases, to encourage breast-feeding during the first 6 months of a baby's life, to promote ante-natal control check-ups, and to encourage people to use the health centres. Health staff also reported that infections post-delivery have also reduced significantly due to the training of TBAs in clean delivery, supported by the project.

In education, UNICEF reports a 20% increase in school enrolments. However the baseline study figures showed that the principal problem in education is not exclusion from school enrolment, but the lack of educational achievement of pupils once they are there. This is due to lack of sufficient teachers, poor quality of teaching, lack of materials and inadequate curriculum design. The project team have therefore included measures of reading-writing skills and the % of children who have to repeat a year as indicators for the project purpose in education. As yet no data is available to detect improvements in learning, but information from interviews suggests that changes supported by the project in teacher training and supervision are starting to have a positive effect on educational quality. For example, prior to the project regional authorities did not have a methodology or resources to monitor in the field, and as a result of the lack of control absenteeism of teachers was frequent. This situation has improved with the project's support to supervision systems. The teachers are now in the classrooms, but there are still serious quality problems.

The rights component has concentrated on the right to a name (birth registration) and the resolution of conflicts which affect children's basic rights at family and community level (eg abandonment of children, violence, lack of maintenance of children by their parents, etc). To date improvements have been achieved in the number of children with birth certificates, and the system of community vigilance of children's rights ("defensorías comunitarias") promoted and supported by the project has led to a

decrease in violation of children's rights, according to key informants in the communities. Little work has yet been done in the area of women's rights.

Capacity building has concentrated on strengthening the capacities of the Council for Development of the Santiago River (CCODEPURSA), an organisation incorporating a wide range of representatives of different sectors which has been significantly strengthened by the project and now acts as UNICEF's local counterpart. The project has also supported the initiatives of "*Mesas de Concertación*" and "*Mesas de Diálogo*" which have been developed to provide a regional forum for all institutional and community stakeholders in social development to coordinate their plans and priorities. The project has also provided some capacity building including training and provision of some equipment for municipalities and indigenous federations, and for regional and provincial government departments. This local capacity building is very opportune, as the new Peruvian decentralisation laws are gradually devolving decision-making on public policies to regional and local level which are currently weak and need to strengthen their capacity to plan and manage public sector programmes.

### **Ecuador:**

In Ecuador, the project purpose is:

Support the development of local institutions' capacity and strengthen community organisations to participate in the formulation of public policies addressed to the welfare of children and women in Morona Santiago province.

UNICEF-Ecuador focuses strongly on public policy issues, and the organisation's on-going work at national and provincial level has provided the framework and context for this project's activities. This work is opportune as Ecuador is also undergoing a process of decentralisation of decision-making and implementation of public policy. The key project counterparts are the provincial Government of Morona Santiago in Macas, 2 Municipal Governments of Méndez and Tiwintza, 2 Health Areas (Areas 3 and 5, covering the cantons of Méndez, Tiwintza and Limón) and the Civil Registry and Department of Bilingual Education at Provincial level. The project has provided methodologies and training to strengthen capacity for information collection, participative planning and budgeting at municipal level, with a strong focus on information and decision-making in policies which affect children. Through training and some donations of equipment the project has also strengthened capacity in relevant government departments at central and provincial levels, including the departments of indigenous health and bilingual education. To date, as in Peru, the emphasis has been clearly on the welfare of children, with less focus on women. Although progress has been achieved at municipal level and above, to date the project has done little work at community level.

**3.1.4 Component-specific progress towards the results (Efficiency). Does the quantity and quality of the results justify the quantity and quality of means used to achieve them?**

**Peru:**

**Health:**

The expected outputs of the health component are:

- Increase delivery coverage in maternity health facilities by 25%
- Improve referral systems and the health care network
- Community health education in MCH, nutrition, childhood development and use of health facilities
- Promotion of traditional health practices
- Vaccination coverage of 80%

The project has achieved results in all these areas:

Institutional deliveries are still low and are likely to remain so in these rural communities, but the establishment of “waiting- houses” (*Casas de Espera*) adjacent to health posts where women and their families can spend some days prior to and after the birth will increase the availability of professional help for women with high-risk pregnancies. In practice most of the users of the *Casas de Espera* are choosing to have their delivery in the *Casa* rather than in the adjacent health post. Training of TBAs to identify high-risk pregnancies and refer women to the health system is an important achievement of the project and a key method for ensuring that maternal mortality remains low.

Referral systems existed prior to the project, but the resources which the project has invested in communications and transport equipment mean that the referral systems can now be activated and put into practice. Medical staff reported a significant improvement in their ability to refer patients, which is very important given the small number of qualified medical staff in the zone.

Community awareness of health issues including hygiene has increased, leading to less diarrhoea and respiratory diseases, but this work is still in its infancy and will need more attention in Phase 2.

Some work has been carried out on the promotion of traditional medicine, but this is not easy as people often prefer modern medicines which are easy to prepare and use and have a much faster effect. Major steps have however been made in the provision of facilities for traditional delivery in MoH health facilities (health posts and *Casas de Espera*). The project has provided basic equipment for health posts and training for health staff, and has carried out promotional and awareness-raising activities for the staff who did not previously permit traditional delivery postures in health facilities.

Vaccination targets have been achieved, as should be expected given that vaccination campaigns are one of UNICEF’s principal activities worldwide.

Additional project results include the following:

- The project has carried out important training work to increase the professional capacity of permanent staff such as the sanitary technicians, who do not have a formal medical qualification. The project has also improved the physical capacity of the health units through provision of basic equipment for medical consultations, education, cold storage and laboratory diagnosis.
- The project baseline study has also provided valuable information for the MoH on health conditions in the zone. Regional health staff commented that “Before this project the Santiago River zone was a silent area, nobody knew about health conditions there”.

### **Education:**

Expected results in education were:

- increased enrolment, decreasing the exclusion rate by 25% p.a.
- teachers and community agents trained in participatory methodologies and classroom management,
- provision of educational materials for all classrooms,
- monitoring of teacher performance

The project has achieved the following results:

There has been a progressive reduction in exclusion from school in 2002 and 2003. UNICEF reports that school enrolments have increased 20% in the project period.

A methodology was developed during the baseline study to measure children’s reading and writing achievements. The baseline study data showed very low achievement levels, indicating that the principal problem in education is not so much lack of attendance in schools but lack of achievement once children are there. This data was an important way to increase awareness of the problem, and to motivate regional authorities to plan appropriate measures to improve quality. The UGE plans to carry out reading and writing tests on an annual basis to monitor improvements. Local government in Santiago is now funding an additional 5 teachers’ salaries as part of its efforts to improve education quality.

The project has carried out training for teachers, and has also provided technical training and support for the specialists in the Education Development Unit (UGE) in Condorcánqui, who replicate their training with teachers in their zones. The project has promoted the participation by local education representatives in the *Mesas de Concertación* and in local development committees.

The project has developed agreements with teaching institutions to produce first grade materials, has distributed a basic basket of educational materials including paper and pencils, and has also distributed existing UNICEF educational materials to classrooms. The use of these materials has been monitored by project staff.

As mentioned, the project has also supported an improved teacher supervision system which has already had an important impact on teacher absenteeism and should therefore help to increase the quality of education.

### **Rights:**

Expected results in the rights component were:

- increase of 50% in the registration of indigenous children without identification
- registration of 100% of newborn children
- promotion of the rights of indigenous people
- enable indigenous communities to access culturally relevant conflict resolution mechanisms

Significant advances have been made towards all these results with the establishment of local registrars in the riverside villages and the development of the community vigilance mechanisms (*Defensorías Comunitarias*). The *Defensorías* have a committee of community leaders including teachers, health workers, Apus, and community promoters who have been trained by the project in their role and functions, in community promotion of children's and adolescents rights, in conflict resolution and in referral of cases beyond their terms of reference. The *Defensoría* concept had been developed prior to this project, but had not been put into practice in the zone due to lack of resources.

Both systems have been successful. The number of children with birth certificates has increased, and according to information from key informants and residents in all the communities visited, there has been a marked decrease in domestic violence and abuse of children's rights. Informants said that the existence of the *Defensorías* is sufficient to inhibit violence and abuse of children's rights, whether or not the abuses are actually denounced. The *Defensorías* could play an important role in defence of women's rights too, but as mentioned earlier, little work has been done in this area.

### **Capacity building:**

Expected results in the capacity building component expected results were:

- strengthened ability of institutions and organisations to manage social development, including adolescents
- strengthened capacity of local counterparts to manage project resources, and
- enhanced community competence to share management of health and education facilities and administration of justice.

The project has achieved significant results in these areas. The local development organisation CCODEPURSA has been greatly strengthened and has produced its own strategic development plan for the zone, with support from the project. The project has also supported the formation of inter-sectoral coordinating mechanisms know as the "*Mesa de Concertación*" and the "*Mesa de Diálogo*", both concerned with coordinating efforts for social development.

CCODEPURSA is now able to manage project resources satisfactorily, with support and monitoring from the UNICEF team. 32% of the project funds have been executed by local counterparts, mainly by CCODEPURSA.

At community level, health promoters and TBAs are augmenting the participation by community agents in health services, and the birth registration and community vigilance systems are run entirely by volunteers from the community itself. Community involvement in education is still low.

### **Relation between results and resources invested**

In answer to the question of whether the results justify the resources invested, Section 4.4 of this report presents more detailed economic and financial analysis of the project spending. In the opinion of the evaluation team the Peruvian project has achieved good results in a short time with a relatively limited resource input from the Finnish government. It should be pointed out that UNICEF-Peru has supplemented the resources available from Finland.

### **Ecuador:**

The original set of “expected results” of the 4 project components has been adjusted each year in UNICEF-Ecuador’s annual planning process. Originally, the planned results were:

Health component:

- Reduction in infant and maternal mortality through increased technical capacity and improved access to health services

Education component:

- Increase in the % of children attending school in the province of Macas and improvement in the basic conditions to guarantee quality standards for children’s learning

Rights component:

- Increase in the number of registered births in the indigenous population

Capacity building component:

- Establishment of planning and monitoring systems in 2 municipalities (Méndez and Limón)

In the 2003 annual plan these expected results were modified significantly to include:

- promoter and TBA training and provision of water and sanitation, in the health component. The component also covers promotion of the Free Motherhood Law, and promotion of traditional delivery methods.
- improvement of basic conditions for education and inclusion of development of community-based pre-school activities, in the education component,
- promotion of children's rights, with emphasis on dissemination of the Children and Adolescents' Code, in the rights component,

The geographical area included in the project has also been modified. The project is now working in Tiwintza, a new municipality created last year, but has found it impossible to work in the municipality of Limón due to the negative attitude of the local Mayor. The area covered by the project now includes the municipalities of Méndez and Twintza and the provincial capital Macas, as well as some activities at national level in Quito and some support for registration brigades in adjacent cantons to the east of the project zone.

## **Health**

There has been progress in the health component, but the lack of consistency in the stated "expected results" makes it hard to evaluate progress towards results as such. As discussed in an earlier section on Peru, infant and maternal mortality are not suitable indicators for zones with small populations, morbidity being a better measure of health status.

The level of resources available for health work in the field was low. The project provided an ambulance to Health Area 3 and a total of US\$30,000 for direct spending on equipment, training, water and sanitation, and supplies in the two Health Areas included in the project.

The project has carried out training of health workers, promoters and TBAs, has distributed equipment to health units and has installed low-technology water and sanitation systems in 3 communities, both of which have made a contribution to improving the technical capacity of health services. It has also carried out awareness-raising of the Free Motherhood Law, but although this will contribute to increased access to services the awareness-raising has not yet trickled down to community level. The project is also promoting traditional childbirth in government health units, which should increase the accessibility of services for indigenous women. The project has also supported health brigades travelling to remote and isolated communities to increase access to health services and vaccination.

Although the Directors and staff of the Health Areas express their gratitude for the resources they have received, it is clearly unrealistic to expect to achieve an identifiable impact on overall health status with such small contributions. In addition to the low level of resources provided, there was also a lack of clarity and coherence in the intervention strategy for the health component which should be addressed in a second phase.



## **Education:**

Results achieved in the education component include:

- a) The matriculation of children has risen in the province of Morona. An important factor in raising matriculation has been training of 100% of the supervisors of the one-teacher schools (Escuelas Unidocentes), whose functions include promoting and monitoring the matriculation of children in co-ordination with the community teachers.
- b) Bilingual educational material has been distributed to all the Shuar communities in the area. In parallel, supervisors have been trained in the use of this material. It is expected that the supervisors will in turn train the teachers in its use but this training has not yet started. Support has also been given for the building of a water tank at one school.

There has not yet been significant progress in improving the quality of the education of boys and girls in the schools. UNICEF proposes to improve the quality of education by supporting the Provincial Directorate of Bilingual Education in the implementation of two strategies: (1) Community Networks and (2) the Infant, Family and Community Education Programme (EIFC).

Three Community Networks have been formed in the province of Morona, but they are still in a very initial phase. The main objective of the networks is to co-ordinate community efforts to improve the quality of education. Teachers, education officials, parents, pupils and all sectors involved in intercultural bilingual education in the locality take part in the networks. The networks aim to carry out several functions: organise and improve the quality of bilingual education; propose work plans; create a centre for producing teaching materials; facilitate the tasks of monitoring, evaluation and supervision. The networks have been formed in areas sharing the same geographical, cultural and social characteristics. Their most important potential seems to be to get people from the demand side (parents, students, community leaders) working together with those from the supply side (Ministry of Education and elected leaders). At the same time, there is a risk that the networks make the bilingual education system more bureaucratic, and that teachers and officials concentrate more on administrative matters than on improving the quality of teaching.

As for the Infant, Family and Community Education Programme (EIFC), a process of awareness-raising has begun in 10 communities in the province of Santiago. This programme aims to work with families and the communities to implement pre-school activity for children under six. The need for indigenous children to receive pre-school education seems to be well documented in both countries. What is not clear is the capacity of indigenous families and communities to support and participate in this initiative, which is being implemented from the top down.

In summary the educational component is adequately integrated at government level in the public policy framework for development of indigenous people in the Morona area. During the evaluation we did not find any evidence that UNICEF has managed to insert the education component at community level. It is still too early to know if the policy-level work is supporting policies which will actually improve the educational quality and achievement levels of the children. There is also an inherent risk in the strategy of

working mainly at policy level due to the instability of the national and local political systems. There are frequent changes in elected decision-makers such as Mayors and Councillors, and there is also a high turnover of staff in management positions in the public sector. This also applies to the health sector.

### **Rights**

In the rights component, progress has been made in registration of births, with provision of equipment for 4 offices in remote areas and support for special registration brigades which travel to the remote areas. More work is needed at central level in Quito to overcome structural obstacles to birth registration in remote and indigenous communities (for example, parents who do not have a national identity carnet cannot register the birth of their child, and if they try to get a carnet they come up against a series of bureaucratic obstacles which make it practically impossible to complete the process). The project has collaborated with other institutions such as the “Network for Infant Development” to coordinate efforts in promotion and dissemination of the Children and Adolescents’ Code. This is likely to become a more important element of the project work in future, given that it is a key element in UNICEF’s national programme in Ecuador.

### **Capacity building**

The project has made significant advances in capacity building with the introduction of local information systems (SIL) and participative budgeting in the project municipalities. Promotion of both these systems is part of UNICEF’s national programme, which is introducing SIL and participative budgeting into other municipalities elsewhere in the country using other UNICEF or donor resources. The Finnish government funds have financed the systems in Méndez and Macas. The SIL system has been introduced in Macas and Méndez. Both municipalities have spent most of 2003 in data collection and hope to get their baseline information published soon. Participative budgeting has been introduced in Macas, but the Mayor of Méndez considers that the UNICEF methodology which was adapted from a method developed in Brazil is too complex for his municipality, which has continued to use a more informal participative budgeting method. The project has also supported a participative planning process in Macas. This component has only transferred modest amounts of money to the counterparts. Méndez municipality was allocated US\$10,000 but due to late disbursement was unable to spend the money within the calendar year. US\$3,000 was unspent and had to be returned to UNICEF (section 3.1.5 discusses project financial administration in more depth, and recommends more flexibility in disbursement mechanisms to avoid this type of problem in future).

### **Relation between results and resources invested**

Given the relatively modest level of financial resources available to the project for direct spending in the project zones in Ecuador, it is perhaps not surprising that results to date are modest. The project has not progressed much beyond the diagnostic stage in education and rights, although some concrete results have been achieved in health and

in capacity building. The evaluation team considers that more concrete results could have been achieved through more coherent intervention strategies in health and education, together with a more flexible approach to applying elements of the UNICEF national programme (such as SIL and participative budgeting) to take into account community needs and capabilities. Adjustments in the allocation of spending between direct and indirect costs could also have produced more concrete results in the field zones (50% of the funds available are allocated to technical assistance and other indirect costs, leaving only 50% for direct spending – see section 4.4). These points should be addressed in budget allocations and planning for a second phase.

### **3.1.5 Performance of the Project Organisation, Personnel and Management procedures**

Both country projects have a Project Coordinator based in the country head office (Lima in Peru, Quito in Ecuador), supported by the team of permanent UNICEF sector specialists also located in the head offices. The Coordinator in Peru was recruited specifically for this project and works on it full-time, whilst the Coordinator in Ecuador is a long-standing UNICEF employee responsible for the whole UNICEF-Ecuador Amazon programme, and spends an estimated 50% of her working time on the Finnish project. The salary of the Coordinator in Peru is paid by the project, whilst the Ecuador Coordinator is paid by UNICEF. The supporting sector specialists and head office administrative/financial personnel in both countries are paid by UNICEF and not from project funds, with the exception of a secretary in Quito whose salary is paid by the project.

Both countries also have a field team of consultants who are specialists in the specific project components. The number of consultants has varied throughout the project period, depending on the work load and priorities. The consultants pass the majority of their time in the field. Due to the isolation of the project zones and the poor living conditions, both countries had problems in recruiting suitable consultants, and both have suffered a certain degree of staff turnover. As well as the 2 Project Coordinators, there are currently 3 consultants and 2 field assistants from the project zone in Peru, and 5 consultants (3 full-time, one part-time and one on a short-term contract) in Ecuador. Conditions are particularly difficult in Peru where the project zone is 3 days' journey from Lima; the project consultants work on a roster system of 6 weeks in the field followed by 2 weeks rest. Team-building has not been an easy process due to staff turnover, but the two countries have now managed to consolidate their teams. The Peru team has a practical down-to-earth attitude to its social development activities and role, and has a well-experienced field team. The full-time consultants in the Ecuador team have less practical experience, and perhaps a little too much ideological commitment to their tasks in this predominantly indigenous zone. The consultants' contracts end in June/July. Experience in the first phase suggests it may be difficult to re-build teams after a break in project activities between the 2 phases.

In Peru the project has a field office in the Regional Government Headquarters in Santa María Nieva, to the south of the Santiago River zone. The Regional government provides some logistic support and receives about US\$5,000 per quarter from project funds to cover these support costs. There is no field office in Ecuador, but two of the full-time consultants live in the project zone.

In both countries agreements are drawn up annually with counterparts specifying their participation in the project and the funds which will be available to them. Financial procedures for disbursements of project funds, spending, and accounting for money spent are compatible with established UNICEF systems. This has caused some problems in Ecuador where certain counterparts have been unable to spend money or produce their financial reports on time, leading to delays in activities and in subsequent disbursements. As mentioned earlier, Méndez municipality received its 2003 funds very late (November) and had to return 30% of its allocation to UNICEF as it was unable to spend the money before the end of the calendar year. In Peru the principal counterparts draw up an annual plan and agreement with the project, and then request funds on an activity-by-activity basis, accounting for the funds immediately after the activity is completed. This system has worked well and could be applied in Ecuador during a second phase. Both UNICEF country offices claim to have had no problems in accounting for funds spent by counterparts. Both have avoided disbursements to potential counterparts with unsatisfactory track records in administration of funds.

Planning is carried out on an annual basis with varying degrees of participation by the counterparts. The field team report to their Coordinators on a monthly basis, with more detailed reporting arrangements in Ecuador than in Peru. The field teams carry out annual reviews of their work, and the Coordinators report periodically to Finland (annually in the case of Ecuador, and 6-monthly in the case of Peru).

UNICEF is providing a significant level of human, financial and administrative support for the project in both countries. Head office specialists and the permanent officers responsible for the project are paid by UNICEF directly, and only small amounts of money are charged to the Finnish project for administrative and financial support at country office level. UNICEF's established financial systems, its communications systems and its profile in each country have been key elements in supporting the project's field teams, disseminating results at local and central government levels, and ensuring added value for project activities. Existing educational materials have been reproduced for the project work, and the budget has been supplemented from other UNICEF programme funds for specific activities within the UNICEF general mandate, such as vaccination campaigns. UNICEF clearly has significant comparative advantages as implementing agency for this project, which requires special skills and resources in order to work in a difficult and isolated zone.

Both UNICEF country offices are aware of the importance of the Finnish project for social development and for providing a concrete example of UNICEF's work in remote areas. The work on the project gives credibility to UNICEF's advocacy for children's and indigenous people's rights. These advantages may be sufficient for UNICEF-Peru to continue its financial support to the project in a second phase, but UNICEF-Ecuador indicated that due to budget reductions it will be unable to provide hidden subsidies in future, as every project now has to cover its full support costs and contribute its share of central office overheads.

### 3.1.6 Binational component

The Binational component of this project had a modest budget of US\$136,000 for the 2-year period, administered by UNICEF-Peru. The objective of the component was to promote human development and integration of people in the two countries through the promotion of dialogue between representatives of government and civil society in the two countries.

Activities carried out in this component have included experience interchanges, visits and training for staff of the two country projects and other participants from government and civil society. Participants in these activities interviewed by the evaluation team indicated that the interchanges and meetings were a good learning experience and much appreciated by all the participants. The component also included one example of a practical collaborative activity between the 2 countries, in control of malaria vectors (mosquitoes) in the watershed.

The Binational component of the project has not received a great deal of attention or time from either of the UNICEF country teams who were more concerned with implementing their own in-country activities. This is understandable given the difficulties of establishing the project and working in these remote zones in this first phase of the project. There was also some reluctance by the project teams to stress the connection with the Binational Plan whose credibility in the Santiago River communities was negatively affected by early publicity stressing the large amounts of money the Plan would bring to the zone (US\$3,000 million was the figure quoted). When this money did not appear the river communities felt cheated and let down, and the Binational Plan lost credibility. Despite this problem, both UNICEF country teams have been careful to include references to the Binational Plan in their presentations, and have ensured that all the material goods supplied through the project have been correctly labelled with the Binational Plan and the Finnish Government logotypes as well as that of UNICEF. However, they have not achieved a widespread appreciation amongst the communities that the project is a result of the Peace Accords, despite the interest of both Binational Plan country offices in stressing this point.

Discussions with the Binational Plan and the UNICEF country teams during the evaluation showed that all participants felt that more could be done to strengthen the Binational component and to promote the link between the project and the Peace Accords. More funds could be applied to this component, and practical joint activities (such as vector control) could be included. UNICEF agrees that these points should be followed up in proposals for the second phase of the project.

## 3.2 Specific evaluation issues

### 3.2.1 Is there any need to reconsider the overall strategic orientation?

The two country projects are tackling the same major development areas of health, education, rights and local capacity building, although they use different methods and focus on the major problems of the beneficiaries from different points of view. UNICEF-Peru has worked directly at community level with practical interventions as well as working with different levels of government to strengthen policy areas, whilst UNICEF-Ecuador has focussed its efforts on working with government in policy development and implementation, with little work as yet at community level. Both countries are working within the context of decentralisation policies to strengthen local institutions' capacity to participate directly in public policy formulation and implementation. In Ecuador, where activities to date have been at municipal level and higher, there should be more focus on community level in the second phase.

In terms of strategic orientation, the evaluation team consider it is important to review the projects within the context of planned development in the zone, in particular the possible construction of a major international highway along the Santiago River. If the highway is constructed it will accelerate the transition of people in the communities from a traditional to a modern lifestyle. A second phase of the project should be aimed at supporting people in the communities should this change occur, and helping them develop mechanisms to cope with the transition.

In both countries there are urgent needs to address poverty issues through income generation or increasing food security, but neither of the two UNICEF offices has experience or skills in these areas, which are not normally part of UNICEF's institutional mission. Alliances with other organisations will be necessary if these issues are to be included in a second phase.

There is also an urgent need to address the problems of teenage pregnancy and large family size in the zone. A large proportion of girls 13 and 14 years of age are already mothers, and family size of 9 to 12 children is not uncommon. As a matter of policy UNICEF does not supply family planning methods, however educational work is within the organisation's mandate. Family planning may be a sensitive issue in these indigenous communities, but discussions with women and with MoH staff during the evaluation showed a high level of need and a high level of interest in increasing access to information and services. UNICEF could well support current MoH efforts in the zone, strengthening the Ministry's educational work on reproductive rights, prevention of sexually transmitted diseases and family planning in both countries.

The projects are both supporting the strengthening of bilingual education in the project zones, an activity and a right enshrined in the constitution of both countries. Whilst recognising the political importance of bilingual education, the evaluation team was also made aware of parents' interest in educating their children in Spanish, as an essential means of escaping from the poverty cycle. UNICEF should continue to support bilingual education and preschool education in the mother tongues of the zone, however a second phase of the project should also aim to ensure increases in the quality of all education including education in Spanish.

It is also important to consider the possibility of extending best practices developed in the first phase to other geographical zones. Methods and activities which have been developed specifically for the Santiago River zone could well be applied elsewhere in the border region, without prejudicing the project's capacity to continue with its work in the Santiago River. Examples include systems of teacher supervision, community vigilance of children's rights, and register systems.

The evaluation team also recommends that the two UNICEF offices work together to present a combined proposal for a second phase which builds on the positive aspects of both country projects and gives a more central role to the Binational component.

### **3.2.2 Are there needs to re-orient any of the components?**

#### **Peru:**

In the health component it is important that the project support correct implementation of the MoH Integral Health Insurance scheme, which should provide free services in mother-child health (MCH) for almost all the women and children in the zone. Currently many women are not accessing the services because they do not know they are free. Medical staff have also had problems in using the administrative instruments correctly, which has slowed down the flow of funds to the zone for the programme. MoH central offices have rejected applications for free services because the application forms were not filled out correctly. UNICEF should support medical staff with training in the application forms, and should support community education to ensure that the availability of free services is understood by eligible women and families in the communities.

The importance of tackling the key issues of adolescent pregnancy and large family size were mentioned in the previous section. The health component should also focus on improving nutrition through education and through support for diversification of agriculture in the zone.

The educational component is already beginning to work in areas of curriculum content, to ensure that content is relevant and compatible with the reality of the project zone. More involvement of parents and community leaders in education, particularly in early childhood education, has also been proposed. The UNICEF project team are keen to include community-based early childhood education in a second phase of the project. The evaluation team is in agreement with this proposal, and recommends collaboration between the two countries as Ecuador has already developed a suitable curriculum which could be adapted for the Aguaruna and Huambisa groups in the Peruvian project zone. The evaluation team has some reservations about the capability of parents with low educational levels to participate effectively in the proposed programme.

In the rights component, additional work is needed with the central offices of the national Registry to investigate ways of simplifying procedures for late registration and for emission of national identity carnets for people in remote rural zones. The community vigilance system should also be broadened to include support for women's rights.

**Ecuador:**

The health component in Ecuador will need significant increases in resources in order to have a measurable impact on health status in the zone. Priority areas on the supply side are strengthening of communications and transport systems in order to provide an adequate response to emergencies. Continuing work on promotion and dissemination of the Free Motherhood Law is also needed to ensure that people in the communities are also aware of their rights. The health component in Ecuador should also include support for MoH educational work on reproductive rights and family planning. Community education will also be needed to raise awareness of preventive health issues including hygiene and prevention of communicable diseases.

In the education component steps have yet to be taken to improve quality in the schools. UNICEF proposes to tackle the question of quality through working with the Directorate of Bilingual Education at provincial level, and supporting the new model of school management through local “education networks”, groupings of education institutions by geographical areas, taking into account social and cultural characteristics. The network model is still in its early stages and its efficacy is yet to be proved. This will need to be monitored by UNICEF. UNICEF is also supporting the development of community-based early childhood education. Whilst the need for early childhood education is clear, there is some doubt about the capacity of parents of low educational level to participate effectively in the scheme.

The rights component will need to address the structural obstacles at central Registry level which prevent people from registering their children (specifically, parents without an identity carnet cannot register their children’s births). As both countries face similar structural obstacles with the Registry this may be a fruitful area for binational cooperation.

Current strategies for strengthening local capacities are giving positive results, and could be adapted and extended to community level organisations in a second phase.

**Both countries:**

More focus is needed on gender issues in both countries (see section 4.8 below). The project is sufficiently large and well-inserted into its communities to enable it to take an affirmative action role on gender issues.

More concrete strategies and activities for strengthening the binational component are required. These could take the form of experience-sharing, or of cross-border activities such as vector control and reduction of environmental pollution.

**3.2.3 Are appropriate programme monitoring mechanisms in place and being utilised?**

Monitoring of the field teams is carried out by the Project Coordinators in both countries. In Peru the Coordinator travels to the zone every 6 weeks, and other Head



Office specialists visit up to 3 times per year. The Head Office Health Officer who has special responsibility for this project visits the zone frequently. In Ecuador the Project Coordinator also visits the field team frequently, but there is less contact with other Head Office staff.

Consultants in both countries' field teams present monthly activity reports, and also report separately on each trip within the zone.

Financial monitoring is carried out by the UNICEF head office financial teams, on the basis of financial reports provided by counterparts to account for spending. Both UNICEF offices indicated that they have not had any problem with loss of funds by counterparts, although some counterparts have been slow in preparing their financial reports which has held up the following disbursements.

Both projects report regularly to the Finnish government on activities and on the use of funds. Ecuador reports annually, and Peru 6-monthly. The Finnish Ambassador in Lima has travelled to the Peruvian project zone to monitor project activities. The Ecuadorean project is supervised by the Finnish Embassy in Santiago Chile, which has made direct field monitoring by Finland more difficult. It may simplify monitoring for the Finnish government if the project fell under the responsibility of one embassy instead of two as at present.

In general the evaluation team consider that the activity and financial monitoring mechanisms are appropriate. However, neither of the projects has developed a system for monitoring progress towards results, or towards project objectives. This should be a priority in the second phase of the project. Participation by the Binational Plan team in project monitoring is also recommended.

#### **3.2.4 Is the programme reporting satisfactory regarding timeliness and usefulness?**

As mentioned, UNICEF-Ecuador reports to the Finnish government annually, whilst UNICEF-Peru reports 6-monthly. The reports describe activities to date and include a summary of project spending.

The reports from UNICEF-Peru are lengthy with a heavy emphasis on contextual information (such as country profile, UNICEF country programme etc) and narrative description of activities rather than quantitative information or analysis of progress towards expected outputs. The Ecuadorean reports on the other hand are rather thin on information (though heavily padded with photos and diagrams). The 2003 annual report provided a 7-page executive summary with useful analysis of results based on the annual action plan, however there was no discussion of the adjustments made to the original project plan and the reasons for those adjustments.

Although the government of Finland does not expect UN agencies to change their reporting systems to comply with Finnish requirements, the differences in the quality, size and detail of the reports from the two countries suggests that UNICEF would benefit from a standardised reporting system for this project. For the second phase some guidelines indicating the type of information and analysis which is of interest to

Finland could help make the reports more useful to the donor and at the same time assist the two country projects in monitoring their progress towards project goals.

### **3.2.5 Are the revised indicators appropriate and have they been used as planned?**

Neither of the two original project proposals was presented in a standard logical framework format, with indicators corresponding to different levels of objectives and expected outputs. However both proposals included certain indicators of progress towards results and objectives.

Both countries have modified the proposed indicators during the project period. Peru has produced a large set of quantitative indicators, some of which were measured during the baseline study, completed in 2003. The indicators are not monitored on a regular basis and have not therefore been very useful for the project or for monitoring by the Finnish Government. Ecuador has made significant modifications to the project outputs in the annual plans for 2002 and 2003, and has also changed the proposed indicators, which are monitored annually.

Modifications to the expected outputs and indicators were a reasonable response to an increased level of knowledge and understanding of the principal problems in the zone as the project activities advanced. Neither of the UNICEF country offices had an in-depth knowledge of the Santiago River district before the projects started. Now that they are familiar with the local situation more meaningful indicators can be developed for a second stage.

Some of the indicators such as maternal mortality are inappropriate for these small populations and should be changed in Phase 2. Care should also be taken to ensure that the indicators show changes due to the project activities rather than general levels of activity in health and education services (for example, in Ecuador's 2003 report the overall figures for health services in the zone are shown in the project report, rather than the increments in service levels due to project activities). Indicators should monitor the quality as well as the quantity of activities, especially in activities such as education and training, and qualitative indicators should be included where appropriate particularly for monitoring processes.

### **3.2.6 What lessons can be learnt from this type of intervention?**

The special characteristics of this project from which lessons can be learnt include its primary beneficiary group of indigenous people, the isolation and difficult access of the project area, and the project objective of integrated human development within the context of the bilateral Peace Accords.

Lessons which can be learnt include:

- Considerable time may be needed for project teams to achieve a good level of rapport and trust in remote indigenous communities. These first 2 years of the

project can be considered as an inception phase. More time is needed to have a sustainable impact in these difficult working conditions.

- It is hard to find good quality technical staff who are prepared to live in remote zones. It may be advisable to consider more short-term consultants for technical assistance in the second phase rather than trying to contract a permanent full-time field team. This may also be a more rational use of project funds (see section 4.4), and may reduce any tendency for the community and local organisations to become dependent on the project.
- Baseline information and a thorough diagnostic of the community and its needs should be carried out as part of the project design work prior to implementation. Although UNICEF had some knowledge of the zone, detailed analysis of the people's needs had not been carried out and changes had to be made to the project design.
- An adequate logical framework and in particular appropriate indicators are important tools to assist project implementation, and to monitor progress towards results. Lack of a good logical framework and indicators can lead to frequent changes in project priorities and difficulties in identifying real impacts.
- The administrative, financial and logistic support of multi-lateral development agencies is an important back-up for work in these remote and complex zones, and can also be an important element in ensuring that successful methods and activities are disseminated for replication elsewhere. It is unlikely that an NGO or a smaller development organisation would have been able to dedicate the additional resources needed to support this project.
- Priority needs of primary beneficiaries include income generation to allow them to escape from the poverty cycle. Implementing organisations such as UNICEF which are specialists in social rather than economic development would need to seek alliances and consortiums with other development organisations with skills in productive development to implement integrated development projects in zones such as Santiago River.
- Inclusion of work on reproductive rights and sexual and reproductive health education is important in zones with high levels of teenage pregnancy and large family size. This is particularly important for families living in extreme poverty if projects have child-survival components which successfully increase the number of surviving children, thus having a significant impact on an already inadequate family economy.
- Country programmes are likely to give higher priority to in-country activities than to binational activities. Selection of binational activities with clear and concrete positive outcomes for both countries may help to overcome this obstacle.
- The quality of education is a key parameter if children are to benefit from their time in school. Content and methodology of education should take into account

the characteristics of the zone to ensure that methodologies are feasible in on-teacher schools, and that content is relevant to life in the zone.

### **3.2.7 Exit strategy by UNICEF**

UNICEF did not develop an exit strategy for this phase, as it was expected that Finland would finance a second phase. This will lead to problems if Finland decides not to finance the second phase. In the event that the second phase is financed, lack of an exit strategy means that UNICEF will have to maintain a presence in the zone during the interim period, to ensure that activities supported by the project do not come to a halt. The UNICEF country offices will have to look for alternative ways of financing the interim period between the two phases of the project.

Development of a feasible exit strategy will be a key activity for the second phase of the project.

## 4. FACTORS ENSURING SUSTAINABILITY AND COMPATIBILITY

### 4.1 Policy environment in Peru and Ecuador

#### **Binational Plan:**

The Binational Plan is a high priority for both countries, but as mentioned they have had considerable difficulties in securing adequate finance to carry out the proposed activities. This project contributes to implementation of the social development programme within the plan. It could also contribute more specifically to integration between the two countries if the binational component is strengthened in a second phase.

#### **Education and health policies:**

The project is compatible with government policies of decentralisation and provision of culturally-appropriate health and education services in both countries. The project works to strengthen local level capacity, in line with the decentralisation policies.

Both countries are undergoing a process of decentralisation which is shifting decision-making and resource allocation in both health and education from Central to Regional Government level. The project's activities in strengthening capacity at regional and district level are clearly compatible with these policies. Good relations have been established with the regional and local governments and the project is well-placed to work within the decentralised schemes in both countries.

In the health sector, government policy in both countries is aimed at strengthening primary health care, complementing on-going services with traditional medicine where appropriate. Priority areas include mother-child health and communicable diseases. The Frontier zones are high priority geographical areas in both countries. Both countries are trying to implement systems of free health insurance for MCH, and the project should support these efforts more, as mentioned earlier in this report. Support for "inter-culturality" or pluralism in the health sector is an important element of current policies and the project's work is well-integrated with these efforts.

In the education sector, policy in both countries includes the provision of bilingual education at primary school level, a topic heavily promoted by this project. Bilingual education is a key constitutional right of indigenous people, and it is politically important for the project to support this. In the medium to long term the priorities of primary beneficiaries for better quality education in Spanish should also be taken into account in the project aims and objectives. This will be particularly important if young people from the zone aim to attend higher education or university courses.

With decentralisation, regional government will have more direct responsibility for development of curricula which are relevant for these zones. The project's work to support curriculum development at local level is well integrated with this policy.

### **Policies on development of indigenous people:**

Both countries have active policies to protect the rights of indigenous people and respect their traditions and culture. The policies are generally expressed in terms of “inter-culturality”, a concept related to pluralism. In the education and health sectors the policies have resulted in bilingual education programmes at primary school level, and introduction of some elements of traditional medicine in primary health care (for example, use of medicinal plants, and introduction of traditional delivery services in primary health care units). Although the indigenous people’s movements are politically more active and much stronger in Ecuador, indigenous people in both countries now have more contact with modern society and are passing through a complex and potentially conflictive transitional period. The project activities are compatible with these policies and promote the aspects of indigenous people’s development promoted by the two governments.

#### **4.2 Integration into on-going governmental plans for health and education**

As mentioned above, the project strategy and activities are well-integrated with the decentralisation process in both sectors in both countries. In Peru, the project’s activities are being integrated with government programmes for incorporation of traditional medicine practices at PHC level. Ecuador is also taking steps in this direction with the establishment of the Direction of Indigenous Health at Central and Provincial levels.

Both governments have introduced bilingual education for indigenous people, and plan to strengthen these programmes. The project activities are well integrated into these government plans.

#### **4.3 Compatibility with the strategic goals for Finnish development cooperation (poverty reduction, protection of the environment, human rights equality and democracy)**

This project is relevant and compatible with the strategic goals of Finnish development cooperation in the fields of poverty reduction, human rights equality and democracy. It contributes indirectly to poverty reduction through improved access and quality of health and education services. It also contributes to human rights equality and democracy through promotion of registration of births and community vigilance of children’s and adolescents’ rights. It has not made any direct contributions to improving the position of women, an area which should be given a higher priority in the second phase. The project has little or no impact in the area of protection of the environment.

#### **4.4 Economic and financial feasibility and cost-effectiveness; sustainability**

Table 1 below shows a breakdown of project spending by components in the two countries. In Peru almost half the funds have been spent on the health component, one quarter on education and the remaining quarter on rights, capacity building and project

support. In Ecuador health also received the largest allocation of funds. Spending on education is proportionally lower, but capacity building has had a larger share of total spending. The Binational sub-project is not included in this table as its spending was not allocated to the same components as the country projects.

**Table 1: Project spending by component, Peru and Ecuador**

<b>Project component</b>	<b>Peru US\$'000s</b>	<b>% total</b>	<b>Ecuador US\$'000s</b>	<b>% total</b>
Health	478	44	161	41
Education	254	24	62	15
Rights	121	11	22	6
Capacity Building	129	12	90	23
Project support	96	9	62	15
<b>TOTAL</b>	<b>1,078</b>	<b>100</b>	<b>396</b>	<b>100</b>

Source: UNICEF-Peru and UNICEF-Ecuador

Table 2 below shows a breakdown of spending in the projects by different cost categories.

**Table 2: Project spending 2002-2004, in US\$ 000's**

<b>Cost category</b>	<b>Peru US\$</b>	<b>% total</b>	<b>Ecuador US\$</b>	<b>% total</b>	<b>Binational Plan US\$</b>	<b>% total</b>	<b>Total US\$</b>	<b>% total</b>
Training and meetings	203	19	101	25	113	84	417	26
Educational materials	68	6	4	1			72	5
Supplies & equipment	222	21	89	23			311	19
<b>Sub-total direct costs</b>	<b>493</b>	<b>46</b>	<b>194</b>	<b>49</b>	<b>113</b>	<b>84</b>	<b>800</b>	<b>50</b>
Technical assistance	307	29	106	27	2	2	415	26
Travel & monitoring	30	3	39	10	11	8	79	5
Operating costs	85	8	10	3			96	6
Project support	96	9	19	5			115	7
Other costs	67	6	29	7	8	6	103	6
<b>Sub-total support costs</b>	<b>585</b>	<b>54</b>	<b>203</b>	<b>51</b>	<b>21</b>	<b>16</b>	<b>809</b>	<b>50</b>
<b>TOTAL</b>	<b>1,079</b>	<b>100</b>	<b>396</b>	<b>100</b>	<b>134</b>	<b>100</b>	<b>1,609</b>	<b>100</b>

Source: UNICEF-Peru and UNICEF-Ecuador

The table shows that direct spending on activities, goods and services in the project zones accounts for 50% of the total spending. The rest of the funds were spent on technical assistance, travel and other project support costs. The proportions of direct

and indirect costs are almost the same in Peru and Ecuador, whilst the Binational component has spent the large majority of its funds on training and meetings.

The percentage of spending on technical assistance and support costs is high, but it is important to recognise that the distances and problems of working in this isolated and remote area add significantly to overhead costs. All the same, the need for future technical assistance inputs should be reviewed as the project may be able to achieve better value for money with a lower level of spending on technical assistance in the second phase, for example using short-term consultants for technical assistance rather than maintaining a team of full-time consultants in the zone.

Additional contributions by UNICEF-Peru and UNICEF-Ecuador have not been included in the table as quantitative information was not available during the evaluation. Contributions by the two UNICEF offices include the salaries of permanent full-time staff who spend significant proportions of their time on project-related activities (estimated as up to 30% for some staff), financial and administrative systems support, education materials and supplies covered by other UNICEF programmes (eg vaccines). UNICEF-Ecuador has indicated that it will be unable to maintain this level of additional spending on the project in future, which means that ways of increasing efficiency should be sought as a priority issue.

Detailed analysis of the cost-benefit of project spending cannot be carried out at this stage due to lack of suitable quantitative data. The number of direct beneficiaries varies for different activities, some having an overall effect on a large number of people at provincial or even national level (policy issues), whilst others concentrate on local or community level impacts. Project achievements are also hard to quantify, particularly those relating to quality of life. More detailed tracking of costs and results, and more explicit linking of costs to benefits in the second phase would facilitate decision-making on allocation and re-allocation of funds to ensure the best value for money.

Information provided by UNICEF-Peru and UNICEF-Ecuador indicates that 32% of the funds in Peru and 33% in Ecuador are spent through counterpart organisations, including the Ministries of Health and Education at Central, Provincial and District levels, Municipalities, Civil Registry, and NGOs, notably CCODEPURSA in Peru. In Peru the large majority of the funds executed by counterparts have been channelled through CCODEPURSA.

In Ecuador, contributions from project funds have been relatively low in comparison with counterparts' on-going budgets. Health Area 5 for example received an average of US\$10,000 p.a. project funds for activities (not including purchase of an ambulance) compared with a total health area budget of US\$500,000 p.a., and the municipality of Méndez received spent US\$7,000 compared with an annual municipal budget of US\$780,000. The project funds have therefore been very small in relation to counterparts' total budgets. In Peru the contributions from the project have constituted a larger overall % of counterparts' income, especially in the case of CCODEPURSA whose principal activity is the UNICEF project. Sustainability should the project funding end may therefore be a more important issue for CCODEPURSA in Peru.



#### **4.5 Institutional capacity – is it adequate to sustain the results?**

The project has worked with national, regional and local institutions in both countries. One of its principal components is aimed at strengthening local capacity to participate in the formulation and implementation of social development policies, which are particularly appropriate in the present context of decentralisation in both countries. One of UNICEF's important comparative advantages as a project executing agency is its ability to work closely with government at central, regional and local level.

Success of the capacity building elements and the likelihood of sustainability vary between institutions and between the two countries. UNICEF-Ecuador is promoting development of municipal capacity throughout the country, with application of the local information systems (SIL) for provision of information for decision-making which affects women's and children's rights, and with promotion of participative budgeting. These systems have also been applied in the project areas, are likely to be sustainable, and will strengthen institutional capacity to sustain project achievements. UNICEF-Peru has concentrated more on development of a non-government local institution (CCODEPURSA) which includes representatives of all sectors and is linked to the municipal government through its President, who is also the local Mayor. CCODEPURSA's main role to date has been as counterpart to the UNICEF project, and it is still not clear whether it will be sustainable as an institution after the project ends. However with project support it has developed a well-structured strategic plan for the Santiago River region and has recently started to take on other local development responsibilities and advocacy, so its prospects of becoming established as a sustainable local institution look positive.

The project has also worked to strengthen the capacity of the MoH, the Ministry of Education and the Civil Registry, together with their community-based agents (health promoters, TBAs, indigenous registrars, community vigilance agents, etc). At Ministry level institutional capacities are weakened in both countries by high staff turnover at all levels of the Ministry, including local level where professional health staff in the project zone for example are all short-term young graduates carrying out their social service period of 6 months or one year. Staff turnover affects many dimensions of institutional capacity including policy-making, resource allocation and availability of trained staff, and could therefore have a negative impact on sustainability of project results. The professional quality of staff in the project zones is also an element which could affect project sustainability. In education for example there are serious problems of staff quality.

Community agents are more permanent resources but their motivation to sustain activities after the project ends will depend on their level of personal commitment. Although they are volunteers they do receive some incentives from the project (training, some minor equipment for health promoters, etc), and they may be less willing to maintain their activity levels in the absence of these incentives. During the evaluation a number of people commented that the community agents would like to be paid. This may lead to some doubts about the sustainability of the community networks after the project finishes.

#### 4.6 Socio-cultural aspects

The indigenous people who live in the valley of the Rio Santiago and who are involved with the project belong to the same ethnic family: the jibaros. This ethnic family comprises several sub-groups. These include the Aguarunas and Huambisas on the Peruvian side, and the Shuar y Ashuar on the Ecuadorean side. Each of these groups speaks a different language. All the men also speak Spanish. They all recognise the advantage of speaking Spanish, although the mothers speak to their children in their native tongues.

The indigenous people live in domestic units made up of fathers, mothers and children, although many other relatives build their houses nearby, so intra-family interaction is continuous. It is common for the man to have other sexual partners in addition to his wife; these relationships can be stable or sporadic. Biological reproduction begins at an early age, both for men and for women. Couples expect to have many children, although it seems that this expectation is changing. A group of five indigenous women in Bélen, a community on the Peruvian side, said that their main problem was having many children while lacking the money to feed them. They said they would like to have plenty of children, but only if they had the necessary money. They said that they practice family planning, using methods that “our husbands know”; none of them said that they knew about family-planning methods offered by western medicine.

The domestic unit is organised around family subsistence. The father seeks money and the mother looks after the children. Conflicts between men and women are settled under the principle that it is the man who has the capacity to decide. The private life of each family is respected by all.

In each community there is a chief, generally a man, who is democratically elected in a communal assembly. His roles are to resolve internal conflicts, and represent the community before neighbouring communities and especially in relation to outside powers, such as state bodies and NGOs etc. The community takes part in collective tasks only when called upon to do so by the chief. In addition to the chiefs, who are formally recognised as authorities, there are other authorities with informal power, such as teachers, midwives, health promoters etc. This structure is mirrored in the community vigilance units (*Defensorías comunitarias*) set up by the project.

The communities of the Rio Santiago are grouped in Associations and Federations, according to their political and social interests. The project is working with all the federations to avoid generation of jealousies and potential conflicts. One challenge is to try to make the decision-making processes less hierarchical and vertical.

The organisation of women is weak. When women work collectively, it is on health and education programmes, aimed at the family and promoted by local governments or NGOs. Even in these cases, the community chiefs and the informal authorities play a fundamental role in decision-making in these incipient women’s organisations. There are some other community organisations, such as sports and social clubs, where young people and adult women and men gather together. It would be important to take these organisations into account for work relating to the promotion of the rights of girls and boys as well as in the socialisation of other aspects of the project.

Inter-cultural relations are complex. For indigenous people, the main reason to forge links with the outside world has been to seek money, or to sell goods such as a hen or some cassava (yuca) etc. It would be going too far to say that there is trade between the two worlds, because production in these communities is for subsistence. Another important reason to seek links with the western world has been to obtain education and health. When they have health problems, the indigenous normally practice medical pluralism. They use traditional medicine for some illnesses, or as a complementary treatment, but nowadays they mainly trust in western medicine. The project's activities to promote traditional medicine may not therefore be sustainable, however the activities in promotion of traditional birth and delivery systems are welcomed by the beneficiaries and have been shown to be medically superior, with less bleeding and shorter labour times, and will therefore probably be sustainable.

The communities of the Rio Santiago value learning Spanish in order to improve their quality of life. The use of their native languages when they talk among themselves is an obvious affirmation of their identity, as for any other cultural sub-group; there wasn't time to explore this in this evaluation. These communities experience a permanent conflict between the desire to affirm their ethnic identity and the desire to learn Spanish to obtain the advantages that this brings. This conflict affects the activities of the project and may affect the sustainability of the activities in bilingual education in the long term.

On the other hand, indigenous people believe that the motives of the western world in impinging on their world are to exploit and impoverish them. They have expressed this in their political mobilisation over the years. In our conversations with the leaders of Peruvian indigenous federations, this view was strongly expressed. The project staff are aware of this and have been very careful to respect indigenous rights and culture, and to involve the beneficiaries in decision-making wherever possible.

In both countries, organised indigenous groups and movements have played a significant role in putting forward political demands and proposals for social change. In Ecuador, it is clear that the indigenous movement has taken advantage of democratic spaces, and of power vacuums left by the state. It has occupied positions of power both in local and national government. We also observed several educated indigenous people holding posts in the education and health Ministries. In Peru, the indigenous movement has been less successful. At a national level, the violence generated by Sendero Luminoso and the counter-insurgency campaigns against it, and the authoritarian co-optation of social movements by the Fujimori government not only left little space for the movement's development but played an important part in its division. There are now some signs of more organised work and the emergence of new leaders, supported by European NGOs. Hitherto, the project has been careful to negotiate with these actors in both countries, and it is crucial that it continues to do so.

Whether or not these indigenous movements represent the interests of their communities is a question that we cannot answer in this evaluation, owing to lack of solid information. We did gather information concerning various conflicts and divisions within the indigenous movement, and therefore within the communities. These have not significantly interrupted the activities of the project.

Another question concerns the impact of decentralisation on indigenous communities. This process is fairly new, both in Ecuador and in Peru. Although most "modern"

Ecuadoreans and Peruvians support this process, their understanding of it varies from group to group. It is a fairly new subject. How do indigenous people understand this process? At first glance, it would seem that the indigenous people of both countries are prepared to support all efforts at decentralisation. However, conversations with indigenous people who occupy leadership positions, in federations, municipalities or health and education agencies, revealed concerns that some local leaders take advantage of decentralisation to exercise power without being subject to controls from the central government. In other words, there might be a risk of reproducing injustice and corruption at a local level.

The social and political situation obviously varies from community to community. Geographical location in relation to power centres and the topography of the area obviously plays a very important role in these variations.

#### **4.7 Participation and ownership**

In both countries UNICEF is working to increase the levels of participation and ownership by all project beneficiaries.

In Peru the project is more focussed on individuals and institutions at municipal and community level, where participation in project planning and implementation has been high. The major project counterpart is CCODEPURSA, an organisation which includes representatives of all the major institutions and organisations in Santiago River. At district and regional level the counterparts are local government. All counterparts participate in project planning and implementation, often being responsible for budgeting of activities and accounting for the use of funds. UNICEF has worked to increase the capacity of local counterparts to ensure that they will be able to take responsibility for all project activities, and thus generate a high level of participation and ownership.

At community level the project includes two initiatives where individual community members are participating fully, and where they clearly feel ownership of the project. The two initiatives are the *Casas de Espera* for women awaiting childbirth. These houses are run by the community themselves. The community vigilance of children's rights (*Defensorías Comunitarias*) is another initiative in which the people themselves constitute the vigilance committee, and carry out all the implementation with support from UNICEF. In both these initiatives community members clearly feel ownership not only of the projects, but also of their achievements.

In Ecuador, there is a certain degree of participation and ownership of the project at provincial and municipal levels, particularly in municipalities which have adopted the SIL system and participative budgeting. As the project in Ecuador has focussed mainly on public policy level, participation has been more at the level of decision-makers rather than community groups or members. In a second phase it will be important for UNICEF-Ecuador to ensure more participation at all levels, and to take steps to ensure that participants feel real ownership of the project. Cooperation and learning from the experiences in Peru could help UNICEF-Ecuador in this process.

## 4.8 Gender

The indigenous communities of the Amazon jungle form part of the patriarchal system of Peruvian and Ecuadorean society. It is widely known that among these indigenous groups the subordination of women to men is more accentuated, and in many cases, extremely so. The reasons for this are complex, and there are as yet few studies which explain the problem in detail. One obvious factor is poverty and the communities' exclusion from benefits which flow from social and political participation. The few opportunities for jobs and political positions go to men.

In both countries, the project lacks a plan aimed at trying to modify this relationship of subordination of women to men. The explanation given by the project's staff is that the communities are "very closed" in this regard, and therefore it is a very difficult issue to explore and change. However, in a few days of fieldwork, information was gathered that indigenous women beneficiaries of the project were frequently beaten by their husbands. The men of the community who were asked about this problem (mainly education and municipal officials) also accepted that domestic violence is a major problem in the community.

In Peru, we were also given information concerning rapes of adolescent girls by their teachers. In some cases, the parents of a raped girl receive compensation payments from the rapist, who in return for this payment keeps his job as a teacher. Teenage pregnancy is common. On the Peruvian side, we met two adolescents, one of 16 and one of 18 with two and three children respectively. Neither had husbands.

In both countries, many women have been included in the project's activities (training of midwives, teachers etc) but no strategy has been developed for the empowerment of these women, nor to ensure their participation in the community. For example, in almost all the Community Vigilance offices (Defensorías Comunitarias) being implemented on the Peruvian side, one of the five people chosen to staff the offices has been a woman. However, these women tend to leave these positions as they have other family commitments and cannot spare the time. On the Ecuadorean side, a headteacher said that women teachers tend to only have primary education in contrast to male teachers, who have completed secondary schooling and in many cases have also received teacher-training.

## 4.9 Appropriate Technology

Appropriate technology is not a major consideration in this project which concentrates on provision of social services and social development issues. However, in the few cases where technological considerations have entered into project activities the UNICEF teams have shown a good level of awareness and a practical attitude to appropriate technology. In Peru solar panels have been installed in health posts to provide energy to maintain the refrigerators of the cold chain, and in Ecuador the systems of water and sanitation have used very simple technology which is well within the capacity of local people to maintain.

## 5. CONCLUSIONS AND RECOMMENDATIONS

### Conclusions

This project has achieved a good level of insertion into the indigenous communities of the River Santiago in both Peru and Ecuador. Despite the practical and political problems encountered in this remote zone, the teams have made some progress in all the major project components during a 2½ year period.

The Peru project focussed on the community level as well as working at policy level with regional and local governments. The Peru project shows more concrete results at community level and has had more impact on the primary beneficiaries. The Ecuador project has focussed on the public policy framework and has not as yet carried out many activities at community level. It has not therefore achieved a significant impact on the primary beneficiaries in this first phase.

The evaluation team considers that more concrete results could have been achieved in Ecuador through more coherent intervention strategies in health and education, together with a more flexible approach to applying elements of the UNICEF national programme (such as SIL and participative budgeting) to take into account specific community needs and capabilities.

In both countries, a logical framework and better indicators would have enabled a more rigorous analysis of the project's achievements. Qualitative evidence collected during the evaluation suggests that advances have been made in the major components of health, education, rights and capacity building in both countries.

Areas where more work is required in both countries include nutrition, incorporation of women into public sector social security benefit schemes, attention to women's rights and education in sexual and reproductive health. Improvements in the quality of education and affirmative action on gender issues are also essential.

The project appears to have been reasonably efficient and cost-effective, although the indirect costs of technical assistance, transport and project support are high at 50% of the total spending. This is partly due to the isolation of the zone and difficulties of access.

The Binational component of the project has had limited impact and requires strengthening in order to realise its potential contribution to integration of the two countries.

There is no project exit strategy at present. This first stage of the project has been an inception phase, and has established a good base for further development of activities in a second phase.

## **Recommendations:**

### *Recommendations on project design and content:*

In a second phase, the use of a logical framework format would facilitate project design and the selection of more appropriate indicators.

The strategic orientation of the second phase should take into account the possibility of construction of an international highway in the zone, which if and when it occurs will accelerate social and economic change for the beneficiaries. The project should be designed to support the indigenous people in coping with possible future change.

The second phase should consider how to extend best practices developed in the first phase to other border areas included in the Binational Plan.

The following areas should be addressed in the second phase:

- Nutrition
- Participation in national social security schemes for MCH
- Women's rights
- Adolescent pregnancy and child spacing
- Quality of education, including curriculum content and teaching quality
- Gender issues

In Ecuador the project should aim to increase the participation at community level in general. This also applies in particular to participation in new educational strategies, including networks and early childhood education.

In both countries, the project should concentrate on improving the quality of education and increasing educational achievement of children. Quality improvements should be applied to both bilingual and Spanish education.

In both countries the project should assess the capacity of parents to participate effectively in community-based early childhood education and ensure that the methodology adopted is appropriate to the educational levels of the parents.

In both countries the projects should work with the Central Civil Registries to develop simplified systems to remove the obstacles to birth registration in remote and indigenous areas.

Little is known about the values, belief systems and culture of the indigenous peoples in this area. Therefore, before undertaking project planning, it is important to carry out qualitative studies to obtain a better understanding of the beneficiaries. These studies should aim to develop qualitative indicators of progress in the second phase.

In both countries the project should include affirmative action in gender. This should centre on reducing physical and psychological violence against women, including the incidence of rape of girls and adolescents. To tackle these problems, we propose a strategy that works in two directions: (a) top-down, by raising awareness among education and health officials and among regional and local governments of the problem of domestic violence and sexual abuse of girls; and (b) giving full support for women to

participate in the community. In Peru, the goal should be that the Community Vigilance committees should include more women than men. In Ecuador, the Community Education Networks should put special emphasis on promoting the empowerment and training of women teachers; these networks should also highlight the issue of physical and psychological violence against women, rather than covering it up. This work does not require much outlay in material or human resources, but it does demand an effort of will on the part of the institutions concerned and the project staff.

The Binational Plan component should be strengthened with more emphasis on concrete and practical joint activities to improve the quality of life of people in the project zones.

The second phase should develop a clear exit strategy for UNICEF in the project zones.

#### *Recommendations on methodology*

Better indicators should be developed for the second phase. Indicators should be appropriate, feasible to measure and monitor, and reflect qualitative as well as quantitative change (for example, in changing processes). Specific suggestions on appropriate indicators have been given in the text of the report.

Care should be taken to ensure that the indicators show changes due to the project activities rather than general levels of activity in health and education services (for example, in Ecuador's 2003 report the overall figures for health and education services in the zone are shown in the project report, rather than the increments in service levels due to project activities). Indicators should monitor the quality as well as the quantity of activities, especially in activities such as training, and qualitative indicators should be included where appropriate.

Appropriate systems to monitor progress towards outputs and objectives should be developed (current systems only monitor activities and spending).

Guidelines should be developed for project reporting to ensure that the information and analysis are useful to the projects themselves as well as to the Finnish government. The guidelines could also indicate the periodicity of reporting required by Finland.

On both sides of the frontier, UNICEF should be aware of the risk of adding to the bureaucratisation that accompanies the decentralisation process. Rather than create new base organisations, it is better to work with existing ones.

#### *Recommendations on administration and finance*

Project spending on technical assistance and project support has been high in phase 1. In phase 2 more attention should be paid to reducing the cost of technical assistance inputs and overheads to ensure more funds are spent directly on project activities, and to improve the prospects of sustainability.

Given that the projects are now established in both countries, it would be advisable to consider the possibility of using short-term consultants with more experience rather than



setting up a permanent full-time team of consultants living in the project zones, which is difficult, expensive and can lead to dependency on the project.

Ecuador should use the financial systems for disbursements to counterparts developed by UNICEF-Peru to facilitate funds flow and reporting.

In order to highlight the project's participation in the Binational Plan, it may be worthwhile considering a more active management or monitoring role for the Binational Plan Secretariat in a second phase. This could take the form of participation in a Steering Committee to monitor project progress and review annual plans. Participation by the Finnish Embassy in such a Steering Committee would also facilitate good information flow to the Finnish Government on project activities and progress.

### *Recommendations for financing a second phase*

The evaluation mission recommends Finnish support for a second phase of this project in both Peru and Ecuador. The two Phase 1 country projects have complementary achievements and strengths. It is recommended that the two countries prepare a joint proposal for the second stage to take advantage of this synergy. The proposal should incorporate the principal recommendations of this evaluation.

In order to avoid losing the ground gained to date in the project zones, UNICEF Peru and Ecuador should review the minimum staff and spending levels required to maintain a presence in the zone during the period between the end of the current projects (June 2004) and the start of Finnish Government financing for a second stage. UNICEF should investigate possible methods of covering these costs during the bridging period.

## **6. PROPOSALS FOR A SECOND PHASE OF THE PROJECT**

### **General considerations**

Proposals for the second phase should be prepared in the context of the possible construction of an international highway in the project zone. If the decision to build the highway is finalised it will accelerate the transition process of the local people from their traditional way of life towards modernisation. The second phase of the project should be directed towards assisting local people to cope with this possible radical change in their lifestyle. It is also important to bear in mind that once the highway is open the Santiago River communities will be far less isolated. Priorities for programmes and activities some of which, such as an adequate referral system for medical emergencies, are currently very important but difficult to achieve, may change dramatically once the new road is open. The possibilities of integration and communication between the two countries will also change drastically if and when the road is built. The Binational component of the project should therefore be more heavily emphasised in the second phase.

The evaluation has shown that the population of the project zone have certain priority needs which have not been addressed by the first phase of the project. Key needs are income generation, nutrition and reproductive rights. Inclusion of income generation components would require the formation of alliances between UNICEF and other development agencies which specialise in this field. CARE has experience in income generation in the zone and may be a possible project partner for UNICEF. In the area of reproductive rights, a strategy of support for MoH educational work and promotion of child spacing, reduction in adolescent pregnancy and safe sex is recommended.

Given the difficulties in increasing public spending on health in the project zone, it is recommended that the project's health strategy focus heavily on preventive aspects such as hygiene, nutrition, water and sanitation, and maternal and child health. Promotion of the correct implementation of the social security system for MCH in Peru and the Law for Free Motherhood in Ecuador should also be key elements of the health component's work.

The education component should focus strongly on increasing the quality and relevance of education, for both bilingual and Spanish education. The proposed community-based early childhood education should be piloted and carefully assessed to ensure that parents with low educational levels can participate effectively in the programme.

To reduce dependency on UNICEF and to improve the value-for-money of the project, we recommend that UNICEF review carefully the proposed staffing arrangements and seek to contract short-term consultants rather than maintain teams of full-time permanent professionals in the field zones.

UNICEF should carefully review the time-scale proposed for the project and its components. Information collected in the evaluation suggests that the health, rights and capacity building components may not require a heavy input for much longer in either zone, whilst the education component (and potential new components such as reproductive health and income generation) will need more time and resources. The geographical areas proposed should also be reviewed and the project should aim to ensure that best practices developed in the Santiago River zone are extended to other zones in the border area.

The project budgets should aim to maximise value for money, maximise direct spending in the project zones, and reduce overhead and support costs as much as possible.

### **Current proposals by UNICEF-Peru and UNICEF-Ecuador**

UNICEF-Peru and UNICEF-Ecuador have both developed draft proposals for a second stage of the project. These proposals were reviewed by the evaluation team. The two UNICEF offices presented their proposals to the final evaluation workshop and they were discussed briefly by the participants. It was agreed that the two UNICEF offices will work together to modify these first drafts and produce a combined project proposal. This should be available shortly.

The existing proposals which are annexed to this report have a number of components in common, including the basic components of health, education, rights and capacity building covered in the first phase. Both include a new component of early childhood education. The Peru proposal defines three types of activity: training and technical assistance, community work, and strengthening of service supply. Although the Ecuador proposal is less explicit in terms of activities, experience in the first phase suggests that these types of activity will also be proposed in Ecuador. The Ecuador proposal also includes sub-contracting of an NGO (Fundación Observatorio Social) to develop indices for monitoring children's rights at provincial level, using a methodology which could usefully be applied in Peru.

The main elements of the first draft proposals are:

**Peru:**

The proposal's goal is:

- To promote the design and execution of policies of social inclusion for indigenous populations

The purpose is:

- The children and adolescents of Santiago River have greater opportunities of access to quality services and can exercise their rights

Expected results are divided into 3 areas:

- Local capacity building, with activities of training, community outreach work and strengthening of service provision
- Access to quality services in MCH, early childhood development, education and women's and children's rights
- Binational Component, with activities in training, technical assistance and community outreach work

The proposed budget is US\$3.35 million for a period of 4 years.

**Ecuador:**

The Ecuadorean proposal has been developed with UNICEF's national strategy plan for the country. A specific goal and purpose have not been developed for the project proposal at this stage.

The main components are:

- Inter-cultural basic education, with increased school enrolment, improved educational quality, support for educational networks, support for family-based early childhood education and protection for children's rights in school

- Inter-cultural health, focussing on integral attention for under-5's and MCH
- Increasing birth registrations and implementing a community registrar system
- Capacity building of municipalities and social organisations
- Support for monitoring of children's rights at provincial level.

The proposed budget is US\$2.29 million for a period of 5 years.

Given that the two UNICEF offices are currently revising these draft proposals and developing a joint proposal for a second phase, it would be premature to carry out a detailed appraisal at this stage. The evaluation team recommends that a full appraisal be carried out for the joint proposal, taking into account the results and recommendations of this evaluation.

**ANNEXES**

## Annex 1: Terms of Reference of the Evaluation

Annex 2: Programme of the Field Mission and Persons Met  
PROGRAMA MISION DE EVALUACION

Primera parte : PERÚ

LIMA

Miércoles 5 de Mayo

Llegada equipo de evaluación a Lima

Jueves 6

Embajada de Finlandia	Coord. Progr. Cooperación: Gustavo Benza Pflucker Asist. Asuntos Coop. y Cultura: Inka Korhonen
Plan Binacional	Embajador Plan Binacional: José Luis Garaycochea Ministro Consej. Direct. Coord.: Mario López Chavarri Desarrollo Humano: José Alvarado Jesús “ “ “ “ : Patricia Aymar Olivera
UNICEF	Representante Unicef Perú: Andrés Franco Oficial de Programa Salud y Selva: Mario Tavera Coordinadora de Programas: Esperanza Vives Oficial de Programas Derechos: Manuel Tristán “ “ “ “ Educación: Raúl Haya de la Torre Coordinadora Progr. Amazonas: Susana Guevara Oficial Finanzas: Jorge Portugal

Viernes 7

Entrevistas con sectores Salud	Centro Nacional de Salud Intercultural: Director General: Carlos del Aguila Campos Antropólogo: Armando Merino Oficina General de Cooperación Internacional: Direct. Ejecut.Negociac.: Julio César Pedroza Toribio Ministerio de Salud: Planificación-Loreto: Ramón Saballos Direc.Poblaciones Andin.Amazón.: Carmen Pierola
Educación	Ministerio Educación: Direc.Nac.Educac.Bilingüe-DINEBI: Eliodora Aranda Angélica Rios Oficina de Cooperación Intenac.: Ana María Castillo Oficina Coordinac. para el Desarrollo Educativo Rural: Jefe de Oficina: Luis Verástegui
RENIEC CARE AIDSESP CONAP	Asesoría Técnica: Jorge F. Balarezo Rengifo Programa Frontera Selva: Director Carlos Mora Bernasconi Secretario: Shapion Noningo Fermin Tiwi Paati.- Asistente Legal de CONAP Mercedes Manriquez.- Abogada , Asesora Legal

Sábado 8

Viaje a Chiclayo

Domingo 9

Viaje Chiclayo-Imacita

Lunes 10

Comunidades del Río Santiago

URAKUSA  
C.A.H.

Directivos:

Presidente: Francisco Shajian Sakejat  
 Vice-Pres.: Agustín Tunqui Ahuananchi  
 Secretario : Leandro Calvo Nantip  
 Tesorero : Salomón Awananch Paz  
 Coordinador: Ronald Singuani Naweche  
 Fiscalizador: José Shunti Shujiag

## Programas:

Defensa Legal: Alberto Aujtukai Chamik  
 Educac.y Cultura: Raquel Caicat Chicas  
 Salud : Salomón Shajian Pérez  
 Promoc.Económica: William Yumbau Uwak

## SANTA MARÍA DE NIEVA

Municipio Municipalidad Provincial de Condorcanqui:  
 Alcalde: Merino Trigoso Pinedo  
 Gobierno Reg. Amazonas Gobierno Sub Regional de Condorcanqui:  
 Gerente: José Guillermo Baquedano Callao  
 Presidente en Imaza: Francisco Shajian  
 CAH Imaza  
 UGE-Condorcanqui Educación:  
 Director: Gerardo Shimpukat Atsasva  
 “ “ Área Edu. Pedag.: Euclídes A.Valverde Calvo  
 Especialista Alfabetiz.: Edgardo Tsamajen Chijiap  
 Jefe de Personal: Victor Ramón Levy Bensus  
 Espec.Lóg.Matemático: Gonzalo Arrascue Bardales  
 Espec.Rec.Educ.Depor.: Wilson Atalaya Vázquez  
 Esp.Área Gest. Institucional: Roman Shajián Sakesat  
 Coordinador Oficina UGE: Ricardo Navarro Rojas

Martes 11

## GALILEA

Consultores UNICEF Ramiro Diaz; Hugo Valverde; Juan Quezada;  
 Felicita Ahmananchi, Amelia Etsam  
 Munic.Distrital Río Santiago Direc. Municipal: Nelson William Qiñonez Guerrero  
 Primer Regidor: Marcos Machapú Juchi  
 Segundo “ “ : M. Ruiz Sanda  
 Tercer “ “ : Víctor López Pizango  
 Quinto Regidor: Julián Mashienda Untsuchi  
 CCODEPURSA Presid.Prom.RíoSantiago:Fermin Huachapa Chumse  
 Tesorero: Bernabé Impi Ismiño  
 Presidta. Club Madres: Leila Antonio Antich  
 Coordin. CCODE.de Fuerza: César A.López J.  
 Coord.Of.Coor.Educativa OCED: R.Navarro Rojas  
 Presid. FREDEPOMP: Jorge Chávez Levy  
 VicePres.COODEPURSA: Juan Namingo Puwai  
 Secret. COODEPURSA: Carlos A.López Ríos  
 Salud Microred Galilea Gobern.Encarg. DRS.: Tercero Ahuanari Petsa  
 OCED-EDUCACION Médico: Freddy Villanueva  
 Lucila Antonio Antich

Miércoles 12

## CHAPIZA

Defensoría Comunitaria Jefe Promotores: Alberto Yampis Chiarmach  
 Promotor: Octavio Dhajup Jagkikat  
 Promotor: Alan Samarén Tserem  
 Promotor: Luís Samarén Huarmi  
 Defensor: Moisés Achampash Parti  
 Responsable: Félix Dávila Alvarado  
 Puesto de Salud Técnico Sanitario: Víctor Bocachinganaza  
 “ “ “ “ : Rosa Calvo  
 Partera: Florinda Nequendy  
 Madre Familia: Alicia Yuli



	Centro Educativo Pobladores	Director: Alejandro Tserem Antonio Ordones, Margarita Tacup, Marcos Yu
Jueves 13	BELEN Puesto de Salud	Obstetriz: Nérida Villanueva Técnico Sanitario: Ernesto Isminio
	Defensoría Registro Centro educativo Pobladores	Belisario Jimas; Octavio Suarez; Gerardo Mashianda Fermín Tuchía Director: Jorge Reategui José Reategui, Folimon Bisum Grupo de Mujeres: Rosalina Chuntamanto, Adelina Ugien, Alejandrina Imp., Marta Juchen
	Regreso a Imacito	
	IMACITO Feed Back (retroalimentación) preliminar de la evaluadora al equipo de UNICEF	
Viernes 14	Viaje retorno Imacito-Bagua	
	BAGUA Gobierno Regional	Ministerio Educación: Virgilio Aratán Presid. Gob. Regional: Miguel Reyes Alcalde de Bagua: Juan Tatur Dir.Reg.Salud Amaz.: Martín Clendenes Alvarado Dirección Laborat.Repg.de Bagua Direct.Epidem.de Bagua: UrfilesBustamante Quiroz Gerente Sub-Reg.Bagua: Santos Plasencia Castillo “ “ “ Reg. Desarr. Social: G. Otea Fernando Direct. Servic. Salud: Carlos Cervera Noriega Equip.Técnico Prom. Salud: Marcos Calle Quispe Direct. Salud de las Personas:César E.Vélez López Coord.Proyec.Mayor-Adolesc-.Niño:A.Díaz Díaz Direct. Dian Bagua: Jorge Ozcozm Cn
Sábado 15	Viaje retorno Bagua- Chiclayo-Lima	
Domingo 16	Preinforme, análisis datos viaje.	
Lunes 17	Reunión en Embajada de Finlandia con el Sr. Embajador. Viaje a Quito	

## Segunda parte: ECUADOR

	QUITO	
Lunes 17 (tarde)	Reunión con UNICEF	Representante: Paul Martin Responsable Programa Amazonía: Cecilia Dávila Minist.RREE,Coord.General:Juan C.Ramirez Mesec
Martes 18	Cancillería Plan Binacional	
	Ministerio de Salud Ministerio de Educación	Salud Indígena, Coord. Téc.Nac.:A.Pacuna Obando Dir. Ed. Bilin.-DINEIB: Santiago Uditia Unicef: Juan Paulo Bustamante
	Viaje a Macas	
	MACAS	

	Municipio	Alcalde: Washington Vallejo Vice-Alcalde: María Virano Financiera: Celia Álvarez Ingeniero: Jorge Piedra Plan de desarrollo: Javier Gorbay SIL: Landy Rodríguez Concejal: Silvio Cárdenas Concejal: T. Ojeda
	Educación Bilingüe Dep. de Educación	Director: Marcos Aquinda Jefe: Guillermo Sensus Jefe financiero: Pablo Ayui Coordinador convenio UNICEF: Juanito Taisha Resp. Tecn. Productivo: Isabel Huambaquete Formación docente: Segundo Guajare Estadística: Manuel Mahuikiash Jefe de supervisores: Jamo Saint Marian Dep. EIFC: Olga Alvarado
	Reunión con equipo UNICEF	Rosana Posligua Tania Laurini Eduardo Iribarra Miguel López Julia Ortega
Miércoles 19	MACAS Registro Civil	Técnico A Registrador: Ezequiel Hernández “ “ A Dáctiloscopista: Elizabeth Benalcázar “ “ A Jefe de Área: Cumandá González Asistente Admin.B: Tatiana Correa “ “ “ “ C: José Flavio Ateoga Bata Recaudador Téc.A: Máximo Abad Gómez Asist. Administr.C: Olga Ortiz Técnico B: Williams Rodríguez Jefe provincial: Wilman Chabla
	Ministerio de Salud Dirección Provincial de Salud	Direct. en funciones: Victoriano Arévalo Nutricionista: Gladys Bolaños Jefe Dep. Salud Indígena: Agustín Wachapa Resp. Salud Fed. Shwar: Washington Tiwe Comité de Desarrollo de Mujeres Fronterizas
Jueves 20	Pobladores MÉNDEZ Municipio	Alcalde: Rafael Ruiz Concejal: Auxilia Vera “ “ “: Medardo Ortiz Director Planificación: Angel Loja INNPA: Julia Espejo Direct. Cultura: Marcelo Samaniego SIL: Gabriel
	Área de Salud 5	Director Jefe: Osvaldo Suarez Enfermera Coordinadora: Sara Luna Estadista: Ana Zúñiga
	Viaje a Limón LIMÓN	
	Viaje a Ipiakuin IPIAKUIN	Director Área 3: Eduardo Reinoso Administradora: Gladys Fajardo Enfermera: Soledad Ortega
Viernes 21		

	Proyectos Agua y Saneamiento Visita Escuela San Simón Viaje a Cuenca	
Sábado 22		
	CUENCA Estudio y análisis datos de viaje.	
Domingo 23		
	Reunión equipo evaluador Viaje a Quito	
Lunes 24		
	Observatorio Social	Presidenta: Carolina Reed Equipo de UNICEF
	Noche Viaje a Lima	
Martes 25		
	Preparación de-briefing taller	
Miércoles 26		
	Presentación de-briefing	Capítulo Perú-Plan Binacional :Alvarado, José “ “ “ :Aymar Patricia Embajada de Finlandia: Benza., Gustavo Misión de Evaluación: Braddock, Margaret Unicef-Ecuador: Dávila, Cecilia Unicef-Perú: Franco, Andrés Capítulo Perú-Plan Binacional: Garaycochea, José L Unicef Perú: Guevara, Susana Unicef Perú: Haya de la Torre, Raúl Embajada de Finlandia: Korhonen, Inka Capít. Perú-Plan Binacional: Lpez Chavarri, Mario Embajada de Ecuador: Marín, Marcelo Embajada de Finlandia: Pulkkinen, Kimmo Misión de evaluación: Raffo, Emma Capít.Ecuador-PlanBinacional:Ramírez, Juan Carlos Unicef-Perú: Mario Tavera Unicef-Perú :Tristán, Manuel Unicef-Perú: Vives, Esperanza
JUEVES 27		
	Análisis de datos y redacción del informe Cena casa del Embajador de Finlandia	
VIERNES 28 a LUNES 31		
	Análisis de datos y redacción del informe	
LUNES 31.	VIAJE REGRESO	

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  - 4 - “ “ “ “ Educación Básica
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Annex 4: Peru and Ecuador draft proposals for phase 2

Sent as separate files.