

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS. **92603**
 2. USE LETTER QUALITY TYPE, NOT DOT MATRIX TYPE.

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office <u>USAID/PERU, ORD</u> (ES# _____)	B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes <input checked="" type="checkbox"/> Slipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY <u>94</u> Q <u>1</u>	C. Evaluation Timing Interim <input checked="" type="checkbox"/> Final <input type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>
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D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date for the evaluation report.)

Project No.	Project / Program	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
527-0341	Employment and Natural Resources Sustainability	1991	09/95	3,600	3,600

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director Action(s) Required USAID/Peru will review Work Plan to be submitted by grantee incorporating the Evaluation recommendations. Based on this review, USAID/Peru will make a final determination with regard to a request for no-cost time extension through September 30, 1997.	Name of Officer Responsible for Action Edilberto Alarcon	Date Action to be Completed 02/95
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APPROVALS

F. Date of Mission Or AID/W Office Review Of Evaluation: _____ (Month) _____ (Day) _____ (Year)

G. Approvals of Evaluation Summary And Action Decisions:

Name (Typed)	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission Director
Signature	Edilberto Alarcon	Dennis McCaffrey	Miriam Choy	George A. Wachtenheim
Date	11/22/94	12/2/94	11/25/94	1/5/95

ABSTRACT

H. Evaluation Abstract (Do not exceed the space provided)

The purpose of the Project is to create a rational balance between the conservation of the Pacaya-Samiria Natural Reserve (PSNR) and the economic utilization of its resources, leading to sustainable productivity and income in the region. The Project is implemented by The Nature Conservancy (TNC) and Fundacion Peruana para la Conservacion de la Naturaleza (FPCN) through an agreement with the national and regional authorities responsible for the PSNR management. The mid-term evaluation was carried out by a team of Peruvian Associated Professionals. It was based on the review of Project documents, interviews with Project staff and representatives of private and public institutions, and visits to the Project offices, and to the PSNR area, including Project facilities and riverine communities. The objectives of the evaluation were to ascertain the status of the Project, identify current and potential problems, propose remedial actions and make recommendations to facilitate the attainment of the Project objectives. The most significant conclusions are:

- The Project has made good progress in terms of construction and equipping of community centers and control posts and in the development of baseline studies, but it needs to put more emphasis on community participation and on income generation activities.
- The current life of the Project is inconsistent with the results anticipated. An extension of the implementation period should be considered.
- The Project should establish a technical unit or instance, to be responsible for the integration of the base studies, the technical planning and the design of strategies and projects.
- The Project needs to establish monitoring and evaluation criteria and a system to evaluate the direction of its actions and their level of progress.
- Given the extended area of the Reserve, it would be advisable to divide the work by basins. It would also be advisable to integrate conservation and promotion operations.
- The establishment of a cost center system is recommended. Cost/benefit analysis criteria should also be taken into account for Project activities.
- The Project should be more active in the design of small productive and social infrastructure projects and search for possible funding sources such as FONCODES and Countervalue Funds.
- The Project must give priority to solving the problems generated by the inter-institutional framework. It should also insist on the need for policies that promote conservation and sustainable use of the PSNR resources and mechanisms that allocate financial resources for the sustained management of the Reserve.

The evaluators noted the following lessons:

- The success of this type of projects depends on firm institutional arrangements and on the participation of the beneficiary communities. The population needs to have clear perception of the project objectives.
- For projects of this type and duration, objectives should be more directly related to the improvement of the reserved areas management, and the participation of the population on sustainable use and protection of resources. To a lesser degree, there will be meaningful and quantifiable indicators in terms of income generation and maintenance of species.
- There is need to define clear strategies, so that the protection actions in a reserved area are directed against poachers, distinguishing their activities from the subsistence activities of the local population.

COSTS

I. Evaluation Costs

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			
Antonio Bernales	Team Leader	30 days	\$30,000	Project 527-0341
Julio Ocaña	Forester	30 days		
Luis Roman	Antropologist	30 days		
Manuel Villavicencio	Economist	30 days		
2. Mission/Office Professional Staff Person-Days (Estimate) _____ 20 days		3. Borrower/Grantee Professional Staff Person-Days (Estimate) _____ 30 days		

SUMMARY

J. Summary of Evaluation Findings - Conclusions and Recommendations (Try not to exceed the three (3) pages provided)

Address the following items:

- Purpose of evaluation and methodology used
- Purpose of activity(ies) evaluated
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office

*USAID/PERU, ORD

Date This Summary Prepared:

*November 1994

Title And Date Of Full Evaluation Report:

*Employment and Nat. Resources Sustainability, May 1994

1. Purpose of the Evaluated Activities

The purpose of the Employment and Natural Resources Sustainability (ENRS) Project is to create in the Pacaya-Samiria National Reserve (PSNR) a balance between natural resource conservation and biodiversity protection and economic use, leading to sustainable and gradually increasing productivity and income in the region. This will be attained through a combination of protection, community development and income generation activities. The Project supports USAID/Peru Strategic Objective No 2: "Broad-Based Sustainable Economic Growth"

2. Purpose and Methodology of the Evaluation

The evaluation was conducted by a team of Peruvian Associate Professionals. It was based on: (a) the review of the Project documents, including work plans, progress reports, baseline studies and rapid ecological assessment; (b) interviews with Project staff and GOP officials and NGO representatives involved in the management and development of the PSNR and surrounding areas; c) visits to the Project office and facilities and to the Reserve area, including community development centers, control posts, riverine communities and a tour of the Pavayacu basin between the Pacaya and Samiria rivers to observe the ecosystem.

3. Findings and Conclusions

- o The Project has made good progress in terms of construction and equipping of community centers administrative bases and control posts. Conservation and social promotion personnel has been contracted and trained. All baseline studies have also been completed (Environmental Impact, Ecological Evaluation, Natural Resource Use and Capacity and Socio Economic). All these studies, prepared by independent consultants, offer valuable base information for the development of a master plan for the Reserve and for the Project implementation.
- o Factors taken for granted in the original Project design, to do with economic and political conditions and the existence of coherent national and regional development plans, have not come about. Consequently, the Project is being affected by a lack of definition with regard to institutional responsibilities, lack of GOP resources and weak and ineffectual administration of the Reserve.
- o There is a perceptible weakness in the Project approach to the population. This assumes that Project activities are principally related to control and vigilance, and associate the Project with the Reserve's regional administration, which has an unpopular record with the population.
- o It is expected that the Project will improve the efficiency of the Reserve's management and sensitize the population on sustainable use and protection of resources. However, some of the objectives set in the Project's logframe will be difficult to attain during the life of the Project. These include tangible improvements in the incomes of the Reserve's and outlying areas' population. Neither is it feasible to expect quantifiable growth in the stocks of the principal economically usable and endangered species. These objectives require longer terms than those originally allotted.
- o There has been little progress in the selection and design of income generation activities. The communities should be actively involved in the process to ensure that the activities are in line with the character and customs of the riverine population.
- o There is a perceived need of a technical unit or instance that would assume responsibilities for the integration of the base studies, the technical planning and the design of strategies and projects.

SUMMARY (Continued)

4. Principal Recommendations

- Since the current life of the Project is inconsistent with the results anticipated, an extension of the implementation period should be considered.
- Since some of the objectives set in the Project's logframe seem difficult to attain and quantify within the Project's lifespan, the logframe should be revised to include objectives and outputs with tangible impact indicators.
- The Project needs to put more emphasis on community participation and on income generation activities.
- The Project needs to establish monitoring and evaluation criteria and a system to evaluate the direction of its actions and their level of progress.
- The Project should establish a technical unit to be responsible for the integration of the base studies, the technical planning and the design of strategies and projects.
- The planned zoning of the Reserve must incorporate empirical local knowledge for contributing to a consensual establishment of resource-utilization zones with exclusive rights for riverine populations, as well as the organization required for the sustainable management of these areas
- Given the extended area of the Reserve, the work should be divided by basins. Conservation and promotion activities should be integrated in each basin.
- Training must be strengthened by applying a program that pays particular attention to the content of what is passed on and the cultural background of the trainees.
- The establishment of a cost center is recommended. Cost/benefit analysis criteria should also be taken into account for Project activities.
- The Project should be more active in the design of small productive and social infrastructure projects and search for possible funding sources from the Government of Peru such as FONCODES and other donors such as countervalue funds.
- The Project must give priority to solving the problems generated by the institutional framework. It should also insist on the need for policies that promote conservation and sustainable use of the PSNR resources and mechanisms that allocate financial resources for the sustained management of the Reserve.
- Given the limited progress of the Project, this evaluation should be considered more as one in support of planning. A new mid-term evaluation should be programmed by the end of 1995.

5. Lessons Learned

- The success of this type of project depends on firm institutional arrangements and require the strengthening and participation of the project's beneficiary grassroots organizations.
- For projects of this type and duration, objectives should be more directly related to the improvement of the management of the reserve area, and to sensitizing the population on sustainable use and protection of resources. To a lesser degree, there will be meaningful and quantifiable indicators in terms of income generation and maintenance of species.
- Given the pilot and experimental nature of the Project, one of the Project's main outputs ought to be the development and validation of instruments for sustainable natural resource management by the local population.
- The population needs to have a clear perception of the Project objectives, to understand that these are more related to sustainable use, rather than to control and vigilance. The technical/productive aspects also need to be in line with the character and customs of the riverine population.
- There is need to define clear strategies, so that the protection actions in the reserved areas are directed against poachers, distinguishing their activities from the subsistence activities of the local population.

ATTACHMENTS

K. Attachments (List attachments submitted with this Evaluation summary: always attach copyo of full evaluation report, even if one was submitted earlier; attach studies, surveys, etc., from "on-going" evaluation, if relevant to the evaluation report.)

Full Evaluation Report.

COMMENTS

L. Comments By Mission, AID/W Office and Borrower/Grantee On Full Report

The evaluation has been performed in accordance with the Scope of Work by a team of four experienced Peruvian professionals.

The findings and lessons learned cited are very much in accordance with the conclusions reached by A.I.D.



92604

**MID-TERM EVALUATION REPORT
OF THE "EMPLOYMENT
AND NATURAL RESOURCE SUSTAINABILITY" PROJECT
No. 527-0341
PACAYA SAMIRIA NATIONAL RESERVE**

Prepared for AID by the consultants:

Antonio Bernales

Julio Ocaña

Luis Roman

Manuel Villavicencio

Lima February 1994

**MID-TERM EVALUATION REPORT
OF THE "EMPLOYMENT
AND NATURAL RESOURCE SUSTAINABILITY" PROJECT
No. 527-0341
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CONTENTS

I.-PRESENTATION

II.- GENERAL CONCLUSIONS

- 2.1 CONCEPTUAL BASE AND PROJECT DESIGN
- 2.2 ANTICIPATED RESULTS AND EFFECTS. END OF PROJECT STATUS
- 2.3 INSTITUTIONAL FRAMEWORK
- 2.4 PLANNING AND ADMINISTRATION
- 2.5 RELATIONS WITH COMMUNITIES

III.- GENERAL RECOMMENDATIONS

- 3.1 TO THE PROJECT LEADERSHIP
- 3.2 RECOMMENDATIONS TO FPCN
- 3.3 RECOMMENDATIONS TO TNC
- 3.4 RECOMMENDATIONS FOR AID

IV.- ANALYSIS OF SCOPE OF WORK BY OBJECTIVES

- A. PROJECT STAFF AND TECHNICAL ASSISTANCE
- B. OFFICE AND FIELD EQUIPMENT AND OPERATIONS
- C. WORK WITH COMMUNITIES
- D. RESERVE PATROL AND MANAGEMENT
- E. RUNNING, ADMINISTRATION AND INSTITUTIONAL SITUATION
- F. TRAINING
- G. CONSTRUCTIONS

H. STUDIES

General Impressions

Environmental Impact Study

Ecological Evaluation

Evaluation of Land and Natural Resources Use and Capacity

Socio-economic Study

ANNEX 1

PROPOSED ORGANIZATIONAL STRUCTURE

ANNEX 2

ITINERARY AND LIST OF PERSONS INTERVIEWED

ANNEX 3

CONSULTANTS' REPORTS

ANNEX 4

PRELIMINARY CONSULTANTS' REPORTS

**MID-TERM EVALUATION REPORT
OF THE "EMPLOYMENT
AND NATURAL RESOURCE SUSTAINABILITY" PROJECT
No. 527-0341
PACAYA SAMIRIA NATIONAL RESERVE**

I. - PRESENTATION

1. - GENERAL CHARACTERISTICS OF THE PROJECT

The Pacaya Samiria National lies in the northeast of the Peruvian Amazon Basin, where it covers more than 2,000,000 Has. of lowlands and flood plains. It is made up of the Pacaya and Samiria river basins and the right and left banks of the Marañon and Canal de Puinahua rivers, respectively.

It provides food and income directly to 60,000 people in 136 riverside communities and to a further 40,000 living in nearby villages. Its area of influence extends to towns such as Iquitos and Yurimaguas.

Its biological prominence merited its incorporation into the system of state-protected areas (SINAMPE). The reserve and its buffer zone are rich in fish and provide a range of products for food, transport, construction and medicine, among other uses.

The zone has a record of conservation experiences, notably the mid-century efforts to save the "paiche" fish (Arapaima gigas). Subsequently, the last decade saw the creation of COREPASA (Local Committee for the Development of the Pacaya Samiria National Reserve), which, in 1986, came up with a Master Plan for the Reserve that could not be properly executed due to insufficient funding.

The current Project, being a private initiative by the Peruvian Foundation for the Conservation of Nature (FPCN), with the support of The Nature Conservancy (TNC) and sponsored by AID, is proceeding on the strength of agreements signed with: the Ministry of Agriculture's Bureau of Forestry and Fauna and the National Program for Peru's National Parks; the Loreto Regional Government and its sectorial administrative bodies, an agreement to which WWF Denmark (WWF-UK) and the riverside communities of San Martin and Victoria are also parties.

The Project was designed to stabilize a trend of increasing pressure from the economic utilization of the Reserve's resources and to guarantee the continued existence of the ecosystems that support natural life and the lives of the human beings that share it. To achieve this, the aim is to promote activities that help raise the Reserve population's incomes on the basis sustainable natural-resource handling, while strengthening the Reserve's management and its proper protection.

In terms of concept and operation, this is a pilot experimental Project to the extent that it must establish suitable methodologies for a zone with unique ecological and social characteristics that promote the incorporation of conservation strategies for its biological diversity by the riverside communities and that validate economic utilization techniques with economic benefits for the same communities.

The anticipated effects include benefitting 5,000 people from 18 communities that fundamentally depend on the Reserve, by means of income generation activities that give value added to resources instead of increasing volumes, as much in the areas of fishing, as in those of agroforestry and product marketing.

In addition to improving the Reserve's management through institutional strengthening, it is hoped the Project will have a positive effect on the communities' maintenance of economically-important animal stocks and on increasing their consciousness of the advantages to be gained from sustainable natural-resource handling.

2.- STATE OF PROGRESS

The Project is run by the Northeast Program of the FPCN, which is headquartered in Iquitos, eight hours downriver by boat from the eastern edge of the Reserve. Iquitos is also where the Regional Government and Public Authorities are based, and is where inter-institutional negotiations and coordinations with Lima take place. From here TNC's local advisor provides technical and logistical support for operations in the field.

The implementation of these operations is the responsibility of two coordinators. The Community Promotion Coordinator supervises the implementation and running of the Community Development Centers (CECODES), which are set up in previously selected communities, from where work with the local population can be organized.

The Conservation Coordinator acts as counterpart to the Head of the Reserve and supervises: the reconstruction and improvement of physical infrastructure and the outfitting of the Reserve; the training of conservation promoters taken on by the Project as park guards and; control and protection operations.

The interaction and consistency between both these strategic areas are fundamental to the Project's success and are in the charge of the Executive Director with support in conceptual and technical matters from the FPCN and TNC.

An annual operating Plan and quarterly progress reports are the principal sources of information on how the Project is proceeding. As such, priority has been given to the Reserve's administrative buildings and equipping the conservation staff. During the visits it was found that the things are not running smoothly, due to problems inherent to poor inter-institutional relations that prevent the definition of uniform criteria and a

unified command for the Reserve's management.

The building of the first CECODES in Manco Capac is essentially finished, while construction progress is at 50 percent in the village "Veinte de Enero". Work with communities is relatively recent. The first Participatory Rural Evaluation Workshop (TERP) has been conducted in "Veinte de Enero" as have initial experiences in dry-salt fish processing in several areas. Greater emphasis needs to be given on the planning and systematization of these activities.

The Project commissioned a series of baseline studies which have reached or are approaching conclusion. Their analysis and incorporation into the Project's conceptualization and operation is one of the priority tasks that will enable the design of a Reserve zoning plan and the updating of the Master Plan.

Training is central to the Project's correct execution. This has involved holding workshops aimed at the various sectors, while the top staff attend training events abroad. It would be worthwhile to establish a clear training program, paying special attention to content and methodology, ensuring suitability for the sectors intended.

For an adequate follow-up, the Project needs to come up with a system that enables it to evaluate the direction of its actions and their level of progress, by means of clear criteria for verifying the effectiveness and efficiency of its activities. The design of an environmental monitoring system for the Reserve and communities is planned for this year.

The temporary execution horizon is inconsistent with the results anticipated with respect to significant income rises, which is why we suggest extending the periods originally set. Longer periods are also necessary for increasing the stocks of certain economically-useful animal species, through the improved conservation practices and consciousness of the riverside populations and intermediaries, that the Project proposes.

3.- PROMPTNESS OF THE EVALUATION

The obstacles faced during the Project's implementation and the unforeseen setbacks in the execution of the operating plans, mean that the nature of this mission be more one of support for Planning than strictly a Mid-term Evaluation.

The field stage of the evaluation allowed us to fulfill what had been planned in the Scope of the Work. We were able to: ascertain operating conditions and the level of the Project's physical progress; gather opinions on the ground on these aspects; and observe and evaluate control actions, the presence of other institutions in the Reserve's management and the Project staff's approach to local communities.

The visit to the Project took place between January 18 and 26 this year, and coincided with the so-called 'rising' (high-water) period, which prevented us from doing a tour of the Cahuana-Alfaro stretch of the Pacaya river, due to the presence of Tamalon or Huama. It is a well-known fact that human activity is relatively less intense during this period.

The interviews in Iquitos and Lima gave us an opportunity to sound out attitudes and difficulties in institutional relations. At the meetings with the Project leadership, technical staff and principal advisers we were able to assess the methodologies employed and the conceptual coherence of the Project, its administrative handling, as well as existing links with other FPCN programs.

We should point out that the schedule was able to be met thanks to the FPCN's efficient coordination efforts, both in Lima and Iquitos. We thank them for this and urge them to keep up the good work. The support provided by the TNC Local Adviser and the Ecology and Socio-economics Consultants were also of great help to those in charge of this evaluation.

II. - GENERAL CONCLUSIONS

2.1 CONCEPTUAL BASE AND PROJECT DESIGN

1.- The logical framework of the PLP (Project Like Paper) maintains that both poverty and modernization in the context of an expanding population place added pressure on natural resources and can reduce the regeneration capacity of ecosystems.

2.- The Project hopes to find a balance between conservation of natural resources and the protection of the biodiversity, on one side, while increasing productivity and incomes, on the other; at the same time, helping raise the consciousness of the consequences of the destructive use of resources and their correct and sustainable handling.

3.- The Project is basically pilot and experimental in nature, in that it attempts to reverse the current trend by trying out solution proposals that must be tried, tuned and accepted by the local people; thereby coming up with suitable application methodologies and instruments for analysis.

4.- This feature is not taken into account sufficiently when forecasting anticipated results and effects and formulating certain quantitative goals, without creating and validating the conceptual and operating tools necessary for achieving the above goals and which are goals to be reached in their own right. These, however, are taken as being in place, or blithely treated in the logical framework as explicit assumptions.

5.- By the same token, the political and economic stability and the existence of national and regional that were taken for granted, did not foresee the impact on the riverside communities of the liberal macroeconomic model and the structural austerity reforms instituted in 1990.

In this way, for example, the state's withdrawal of funding for farming output has helped increase pressure on natural resources and the Reserve for subsistence ends. The cutbacks in the budget allotted to the area's administration reduces its operating capacity and adds further obstacles to the resolution of inter-institutional differences in the Region, and between it and the central government.

6.- Furthermore, achieving ecological sustainability in the economic utilization of many of the resources also implies testing environmental monitoring systems over sufficiently long periods, that exceed the execution periods set for them by the Project.

7.- Consequently, since the Project operates in a much more troubled context than was originally expected, the temporary horizon and foreseeable projections must be reviewed, as must a number of execution strategies.

2.2 ANTICIPATED RESULTS AND EFFECTS. END OF PROJECT STATUS

1.- When the environmental baseline studies are complete the Project will have a set of studies and technical documents that are vital to the strategic planning of the Project's current phase and the future monitoring of its effects on animal stocks and the environment.

2.- It is also possible to bring about the sensitization of the communities to improved utilization practices of some resources and the processing of fish products. To a lesser degree we can expect results in the areas to do with income generation, which will be verifiable over longer periods than were originally established.

3.- To begin with it will be from the CECODES that we can expect a substantial strengthening of the local people's resource-handling capacity, level of consciousness and, over a longer term, improvements in terms of interchange.

4.- In addition to the Socio-economic Study, there will be profiles on income opportunities, some of which are being conducted at present. However, among the conditions necessary for its success there must be included the rules for free or restricted access to natural resources by economic agents. This, in turn, will require the application of zoning policies for resource-handling backed with legal standards enforced by the Regional authorities.

5.- Of the four anticipated effects, described as EOPS, it will be possible to achieve and maintain a sufficiently effective running level for the Reserve and increasingly raise the consciousness of the riverside communities as to the need for and soundness of harvesting practices that are consistent with a maintaining balance between local population needs and available natural resources.

6.- One of the most wide-reaching results in this process will be the Project's contribution to the design of a new zoning plan and the updating of the Master Plan.

7.- On the other hand, achieving and measuring the stability and biological prosperity of certain economically-important species, as well as the generation of economic income opportunities and tangible net benefits for a large section of the local population, will require longer periods.

8.- Consequently, the Project must include among its objectives the input of methodologies and instruments designed; its anticipated results must be in line with the existing national and regional economic situation and; its goals with respect to the economic incomes of the local population must be projected on the basis sustainability practices accepted as valid by them.

9.- The Project's experimental and pilot nature make it necessary to reset the execution horizon. An additional period would allow

the process to be consolidated and to obtain result over the whole Reserve zone and adjacent areas. This extension would permit an evaluation of the effects on habitat and resources, as well as verifying the impact of the application of techniques experimented and promoted by the Project.

2.3 INSTITUTIONAL FRAMEWORK

1.- The inter-institutional environment in which the Project evolves was not adequately thought out during its formulation and it has become the factor that most hinders its progress.

2.- The original assumption by the PLP was that the various public bodies with some authority in the Reserve would act as a coherent organic unit, with a relatively stable administration and an adequate legal setup, helped by the existence of agreements signed with the national and regional authorities, as well as the participation of other local actors, including the population.

3.- In practice, the official nature of these agreements has enabled the Project to maintain its viability and operational legitimacy, but not to develop smoothly. The instability prevalent in the majority of the Region's public entities is due to factors that are alien to the Project, but which combine to affect its progress directly.

4.- The Region's various sectorial authorities are permanently at odds with each other. There is no clarity as to the specific roles and authority pertaining to each, neither do they operate along compatible conceptual guidelines. The authority of the Consortium is a matter of form and carries little weight in practice. It has been unable to articulate the work of the different sectorial bodies and projects within the Reserve, still less adopt a uniform set of conceptual guidelines.

5.- Faced with this situation, the Project leadership has tried - in our view correctly - to keep the framework of this Agreement in force, enabling it to continue by signing separate agreements, while repeatedly demonstrating its respect for the other official bodies.

6.- The executive arm has operated deftly so as to avoid the paralyzation of its actions in the area of conservation, simultaneously keeping close links with: the WWF and CARE Projects; institutions like the IIAP and the University of the Amazon, as well as with several local entities.

Both the Project and the FPCN are recognized and identified with by the river communities and the Region's institutions. However, according to the FPCN the Project has kept a low profile around AID's financial support, in line with a strategy agreed on between that organization and TNC.

2.4 PLANNING AND ADMINISTRATION

1.- The executive body has handled infrastructure and media installation acceptably, but it needs to improve the effectiveness of its protection and social promotion operations. The initial emphasis on physical investment must be accompanied by fitting strategies for its utilization, which implies the use of clear criteria established according to the separate objectives of conservation and social promotion, but united in conceptually.

2.- From what we could observe during the mission, there is certain degree of dichotomy between either line of action. This is probably the outcome of diverse factors, like: the lack of a precedent and local experience in view of this being a pilot project; the learning process and the field staff's lack of exposure to a social universe they are not necessarily familiar with; and the difficulty of interacting with styles of public administration that are divergent, when not at odds, in their policies and criteria towards the dynamics between the population and natural resources.

3.- The goals projected in the 1994 Operating Plan are not consistent with the Project's current level of progress. To date, no criteria have been incorporated for evaluating the punctuality and effectiveness of the actions executed. Their implementation was programmed in the Operating Plan on the basis of quarterly forecasts. However, their insufficient development at this point makes the application of operations follow-up criteria more fitting than that of criteria for monitoring and evaluating Project results and effects.

4.- The task of operations planning and the conceptual integration of the research findings and studies, for the purpose of designing programs, projects and their respective strategies; as well as those of project follow-up and environmental monitoring, have not been assigned to a precise technical department in the organization structure. It would be wise to consider creating one.

This department would systematize all the information generated in the whole process for environmental and resource-handling purposes, operating with the advice of TNC. It would also help to clear the apparent dichotomy existing between conservation and promotion activities, enabling them to integrate their separate tasks on a human, that is to say community, scale.

5.- The distance from the Reserve and Administrative Base to the Project headquarters in Iquitos make the promotion and conservation supervisors movement between these points and from one basin to another an inefficient and costly process. In the field, it becomes difficult to achieve the necessary interaction between these two operations chiefs. The Project's expansion into the entire Reserve area will bring about the need to divide work by basins and possibly appoint a decentralized Technical Director.

6.- The current information system converts the executive unit into a source of transmission for the purpose of reporting to AID, but is of little use to the Project's running. As such, it is possible to compare expenses against global budgets, but not to know the operating costs of each activity; neither can information be organized for gaging effectiveness and efficiency in the use of human and material resources.

7.- By not having a cost center system for each program or activity, it is impossible to determine, for example, how much field operations and rural constructions cost. However, this information is very important for the Project's follow-up, as well as for its continuance and duplicability.

8.- Another area that requires more attention from the Project leadership is training. This activity needs to be strengthened at all operating levels, ensuring that its content for the field staff and counterparts be consistent with the Project's philosophy and needs.

9.- The Project has relations with various public agencies and institutions running concurrent projects. However there is an absence of explicit complementary and strengthening actions for the purpose of productive development and social welfare that could be funded by other sources such as FONCODES and countervailing funds; in particular for communities in the buffer zones.

10.- The support for institutional strengthening provided from the CECODES, especially the formation of executive nuclei required by FONCODES, is not emphasized in the quarterly reports.

2.5 RELATIONS WITH COMMUNITIES

1.- Conventional links have been established for work with the communities. The presence of the CECODES is still recent but there is a perceptible weakness in the approach methodologies used by the field staff with the population. The Project must solve the conceptual insufficiencies at this point by training the staff adequately before exposing them to field situations.

2.- From what we observed, it cannot be said that the population has a clear perception of the Project's intended objectives, which they assume are principally to do with controlling and monitoring their use of Reserve resources. This situation is part of the legacy left to the Project from the previous state of relations between the Reserve authorities and the riverside communities.

3.- The technical/productive and technological transfer activities attempted from the CECODES need a design that fits with the local personalities and customs in order to be successful. Their experimental nature means that resource-handling practices must be validated by the inhabitants as a precondition to income improvement by these means. Consequently

the participation of the communities involved is necessary for the design, follow-up and result evaluation of any future experiences.

4.- Differentiated strategies must be defined for implementing control and promotion actions, respectively, that are applicable to different situations and categories of the users and economic agents involved in the resource-handling. There is a leaning towards protectionism in the Reserve, which is difficult to apply to small resource-users; but is ineffectual for containing the erosive use of resources for commercial ends.

III.- GENERAL RECOMMENDATIONS

3.1 TO THE PROJECT LEADERSHIP

1.- Given the current situation and the experimental nature of the Project, we consider it necessary that the generation and validation of tools for the analysis and management of natural resources by communities inhabiting a National Reserve be explained as one of its objectives.

2.- Both the Project and the FPCN must give priority to solving the problems generated by the inter-institutional situation, in addition to lobbying for the implementation of joint planning and management mechanisms and bodies for the National Reserve, with a view to facilitating joint actions and the objectives of each institution.

3.- It is advisable to review the methodological guidelines with the aim of ensuring a uniform conceptual base and common criteria for conservation and promotion operations. Furthermore, it would be worthwhile to identify the instances for interaction between the Conservation and Promotion Coordinators, orienting the contents of the work in the CECODES and, especially in the TERP.

4.- It would be recommendable to incorporate a clearer notion of space in the Project's planning and management; determining the advantages of dividing the work by basins and given priority to community spaces as potential units for resource-handling. The advantages of appointing a decentralized Technical Director to direct Promotion and Conservation operations inside the Reserve and its area of influence should also be weighed up.

5.- Consequently, when planning the zoning the accumulated knowledge of the local population should be taken into account, so that it can aid both conservation and promotion work, defining criteria and policies that incentivize or stimulate the participation of the communities, their observance of the democratically established regulations for resource utilization and their incorporation into patrol and monitoring systems.

6.- We also recommend setting up a technical unit to facilitate the assimilation the findings of the studies and research and

incorporate them conceptually and operationally into the annual plans. This body would be in charge of following up the Project and would systematize the information obtained for environmental handling purposes

7.- This technical unit should also assist in the design of small productive and social infrastructure projects, gathering in the initiatives of the CECODES and channeling the search for sources of funding. It would also have to come up with a Food Security Program for covering the communities' needs during high-water periods.

8.- Since this is a pilot Project, cost/benefit analysis criteria must be taken into account for each activity, in order to have real information that will be useful for its later duplication

9.- We recommend that particular care be taken in the content and methodologies used in the training programs, in order to strengthen the participants schematic vision of the project, in line with the philosophy behind its execution by promoting the sustainable use of resources and the leading role of the local population in their handling in the future.

10.- In order to make the reaching of projected economic goals a feasible and tangible proposal, it is necessary to: consolidate the work with the local population and determine the of handling viability of certain natural resources; also to gage the effectiveness of the Project for recovering and sustaining the species undergoing monitoring. We also recommend examining the preparation of a second stage for the Project and obtaining the funding necessary for an additional period of not less than four years.

11.- We recommend incorporating the observations made in this report in the final version of the operating plan and the projections for the remaining quarters this year.

3.2 RECOMMENDATIONS TO FPCN

1.- To persist in attempts to smooth institutional relations between the INRENA authorities, the Agriculture and Fisheries Ministries, and the Ministry of the Presidency, which play a direct role in the region's public affairs and the Reserve's management.

2.- To introduce improvements to the Project's administrative and auditing system that enables it to assess the results of its operation.

3.- To strengthen follow-up of operations running and conceptual development, creating, where necessary, a monitoring or experience interchange mechanism with the similar projects being run by the Foundation's Northwest and Southeast Programs.

4.- To disseminate the Project's objectives and progress to the

various interested sectors of the public, consulting with AID the inclusion of the loans it that make up its contribution; To verify the mention of financial sources in any studies and publications produced by the Project.

5.- To keep lobbying before the pertinent authorities on the need and benefits of policies for ordering and allocating natural resources that promote their conservation, as the only guarantee for raising the local communities' living standards and their sustainability through time.

6.- To contribute so that PROFONAMPE can provide the mechanisms for obtaining and allocating funds that are vital for guaranteeing the sustained operation of the Reserve at acceptable levels.

3.3 RECOMMENDATIONS TO TNC

1.- To strengthen the technical advice that the Project requires in the areas of planning, design and environmental monitoring.

2.- To guarantee the Project's continuity by procuring technical and financial support from institutions in the United States interested in the issues of population and protected areas.

3.- To help, in conjunction with the FPCN, increase advice to the Project and its spectrum of projection, organizing technical events for analyzing and divulging the findings of the studies being conducted and for channelling experiences that are applicable to the zone.

3.4 RECOMMENDATIONS FOR AID

1.- To find a means of commissioning external evaluations without involving the evaluated institution.

2.- To continue to support the Project's objectives and scope of work, evaluating the need for its extension for guaranteeing the reaching of goals and the positive impact originally anticipated.

3.- To schedule the next evaluation mission so that it occurs during the low-water season.

4.- To include the strengthening of simultaneous projects in the upper Amazon jungle basins, where the annual rainfall cycle originates, later flowing into the low-lying areas and the flood plains of the Pacaya Samiria National Reserve and its buffer zones.

IV.- ANALYSIS OF SCOPE OF WORK BY OBJECTIVES

A. PROJECT STAFF AND TECHNICAL ASSISTANCE

Generally speaking the Project staff were well selected, responding with dedication and using their experience to fulfill the requirements of their respective duties. The technical staff were incorporated at the start of 1993, while the rural development and conservation promoters took up their duties at the start of the second semester.

The initial emphasis on their training is in principle correct. However, the maturing periods for this training process are insufficient for obtaining the results that cover satisfactorily the demands of the work with the rural communities.

The fine tuning of the participatory planning methodology being employed and a suitable interpretation of the communities economic and social structures are necessary if the CECODES are to run well.

Choosing the first two women promoters will facilitate the handling of gender in the Project. However, traditional roles, customs and attitudes within the communities must also be taken into account, also incorporating male promoters for those activities which this analysis deems necessary.

The experienced conservation promoters that were assigned to the Reserve Posts (RP), Administrative Bases (AB) and Biological Station (BS), were mostly recruited from inside the Reserve area, while the younger ones come mostly from Tarapoto and Iquitos. The aim of this is to balance experience with learning. Such a setup will probably help establish a united moral, on the basis of sound training that encourages responsible attitudes, accompanied by suitable pay.

We noted a high degree of enthusiasm in general, thanks to the relatively better economic conditions the Project provides. One drawback is that the situation has generated visible differences between these staff and those paid by the Region, which does not help reach a common spirit. In spite of agreements signed for unifying the Project's operation's management, this has not yet come about and will continue to cause difficulties while it remains unsolved.

One of the points that struck us most was the absence of directives and criteria for deciding what volume of local output is for consumption and what goes to market. On this point the users complained about the excessively rigid controls.

Extensionists and conservation promoters should be ready to respond to a number of basic community demands. For example, we recommend that they have complete training in first aid, survival techniques and navigation, as well as preventive vehicle and equipment maintenance, nutrition and basic sanitation. They should also be provided with commercial radios to keep them

informed as to regional developments and to reduce the degree of isolation that their jobs demands.

The conservation and community development coordinators have acknowledged professional experience in the region, having been trained in Iquitos, Lima and abroad. They act as line bosses and it is thought that they will be able to cope with a larger workload as the Project develops.

Given the large distances separating the various CECODES and reserve posts and, thereby, the vast overheads generated by the coordinators' movements, the Project must look into the possibility of incorporating an additional pair of coordinators (one for conservation and another for promotion) in line with the work's division by basins.

The administrative and support staff are suitably prepared, in terms of knowledge and skills, for carrying out their functions. Nevertheless, we recommend their inclusion in training programs and field visits to strengthen their comprehension of the Project's objectives and to enable them to contribute creatively.

The leadership of the FPCN's Project and Northeast Program falls to the same individual, who receives constant training. This should enable him to deal with the increasing complexity of his job. Institutional bickering obliges him to spend a good deal of time in Iquitos, for which reason we recommend the partial delegation of the operational running to a field Leadership, located in Nauta, Jenaro Herrera or Requena.

The logistical side of the Project is in the hands of a forestry engineer from the region and is conducted from an office in Iquitos. Unlike the above he has not received much training, which is why he should be treated as a priority and so that he can have a greater understanding of the working conditions shared by the promoters and riverside communities alike.

In this type of project the presence of promoters can have undesired results if little regard is paid to their role as educators and the illustrative effects of their mission. This is why it is important to provide them with secure, timely and suitable supplies for a rural life and national reserve environment.

TNC is advised by a professional with broad experience in the ordering and use of resources in the Amazonian wet tropical zone. His role articulates with the Project's planning and management, coordinating the technical assistance requested by TNC.

The technical adviser also participates in improving institutional relations, integrating, for example, the leadership of the IIAP (Peruvian Amazon Research Institute); and has together a specialized committee of professionals from the region, for the purposes of providing the Project with a technical consultive group.

On the consultancy side, we had the opportunity to work with the Project's chief consultant and author of the environmental impact study. His knowledge and experience enable him to contribute constantly to conceptual discussions and strategy planning. His input has included the design of a monitoring system for fisheries and for the Project overall.

An analysis was done of consultancy on technology for dry- salt fish processing on the basis of the consultant's report and field interviews. This is a series of little systematized preliminary experiences that took place at the end of the fishing season. This experience, which has an illustrative purpose, has produced sketchy results without being followed up, which is why it is necessary to repeat them, following the suggestions of the actual consultant. We recommend it be executed in a suitably widespread manner that will permit comparative samples throughout the year, under local storage conditions and in the power of the fishermen themselves, in order that the community participate in the comparative evaluations and the process' adoption.

At the same time we also met with the Mexican Environmental Studies Group. They were invited to pass on their participatory rural evaluation methodology and held a workshop in Iquitos for the Project staff. The first application of this methodology went ahead in the settlement of "Veinte de Enero", and was implemented by the community promotion team.

The result of this event was a basic planning document for the community, contributing to the strengthening process of its organizations, the reconstruction of its collective memory, recognition of its environmental supply sources and economically-useful areas, as well as a socio-economic self-analysis, and a list of tasks for the community that have yet to be placed in order of priority.

Similar methodologies are being applied in different countries and require remolding for the purposes of sustainable natural resource management. Their usefulness depends on two conditions: the first, securing the participation and response of the community, with the purpose of reaching a consensus on pinpointing problems and giving priority to solutions; the second depends on the clarity and skill with which the promoters direct and steer this semi-structured but systematic activity.

In the case of "Veinte de Enero", a review of the document resulting from the workshop enabled the verification of the method's advantages and, simultaneously, the problems involved in getting the community to list its priorities in the light of the multiple problems they face. This is a very common problem in development project handling and organization management.

B. OFFICE AND FIELD EQUIPMENT AND OPERATIONS

Iquitos

The Project's office and facilities are such that activities are able to proceed normally. It is outfitted with equipment that provides it autonomy, communications and is sufficiently comfortable, thus projecting a favorable image to visitors.

It functioned smoothly, even beyond the region's usual business hours. The equipment is in good condition, as are the vessels used by the office.

Routine radio communication times with the field units and Lima are adhered to. In the director's absence, routine management falls to the administrative support staff and the operations assistant.

CECODES

The CECODES in Manco Capac is practically finished. Progress in "Veinte de Enero" is at 50 percent. The experience acquired from the former's construction has resulted in the suggestion of a number of amendments as regards use of certain materials in subsequent CECODES.

The design and facilities are suitable. with radio equipment and boats with 25 h.p. motors. Yet to be completed is the office's outfitting.

In Manco Capac the solar panels for interior lighting and the sanitary facilities have not yet been installed. It is necessary to include in the basic outfitting radio receivers that operate on commercial frequencies.

The work of the promoters is relatively fresh but proceeds normally. The coordinator is required to move between the Puinahua basin to that of the Marañon and Samiria rivers to cover both CECODES. When these are increased in number it might be expedient to recruit a new coordinator and divide the work by basins.

Reserve Posts, Administrative Bases and Biological Stations

These facilities are currently undergoing refurbishment and construction. Those we visited have basic radio communications equipment, 25 h.p. motors, boats, uniforms, various first-aid equipment, etc.

In order to function properly these must have a timely and sufficient supply of fuel, an input that figures very prominently in the running costs.

During the evaluating team's visit to Samiria, the resupply of fuel was found to be adulterated. As Luis Benitez, the area's

head of Conservation, was to explain this problem occurs frequently in the zone, which is why there are explicit rules that fuel containers must be sealed. These preventive measures must be scrupulously observed.

Our suggestion regarding commercial band radios also applies here, since apart from reducing the sense of isolation, they will be useful for monitoring, environmental education and the Project's dissemination.

The main operating problem stems from the absence of an inter-institutional arrangement, which prevents homogenizing and unifying criteria, responsibilities and attitudes among the conservation promoters, park guards and Regional Fisheries extensionists.

The formal existence of official counterparts to the Conservation Coordinator for the Pacaya and Samiria basins is at odds with their absence or scarce presence and an even lower management capabilities. In practice, the Conservation coordinator handles these duties, since he must stand in for them during their absence. This situation causes confusion among the local population and leads to questioning of the roles and authority of the parties involved.

His territorial jurisdiction encompasses the whole reserve, with the result that it is impractical for him to have to move from one basin to the next. This why we recommend considering the appointment of an additional coordinator and the division of the work by basins.

C. WORK WITH COMMUNITIES

We ascertained from our visits and conversations, both with the Project staff and local people, that there is little direct contact with communities where the Project is running effective actions. Conventional links for work with the local people have been established and unwanted situations have recurred, such as the isolation felt by promoters when they are off-duty (e.g. the social worker at the Manco Capac CECODES stated that she "had no one to talk with when she was living alone in the middle of the village"). This is an indicator of the scant use of the coexistence mechanisms with riverside communities and for obtaining their participation in the Project's different stages and activities.

The evaluating team attended the presentation of the TERP (Participatory Rural Evaluation Workshops) results in "Veinte de Enero". The event, at which were present the Project Director, E. Pezo, the TNC adviser, E. Durand and the consultants P. Bayley and M. Rodriguez, was poorly attended by the local people. We were explained that this was because the event was a repetition and was the second time it had been held.

Since this was the only formal assembly event organized by the Project during our visit, we inferred that the work with the local population is incipient.

It would be wrong to say that the local people perceive clearly the work the Project plans to carry out. Instead there is a generalized notion, even at the CECODES, that the Project's aim is one of control and monitoring, where the locals are virtually seen as poachers and not as partners in the reserve's resource management.

It is still too early for the CECODES to have changed local perceptions, which, as we mentioned earlier, are part of the "liability" taken on by the Project from the previous Reserve administration and its relationship with the locals.

The CECODES provide an excellent opportunity for population/Project interaction. Therefore they must complement the technological transfer and productive process support activities with the identification and development of additional economic activities (small garment or self-supply businesses) that reduce pressure on the Reserve's resources.

The technical proposals effected to date (dry-salt fish processing) are insufficient to expect favorable results in this direction. Once the CECODES begin implementing their activities at maximum operating capacity and can complement the work of the reserve posts, the local population will have a more complete idea of the Project's objectives.

The TERP contribute as useful instruments but they must be adapted to suit the Project's characteristics, emphasizing the relationship between community development and resource management and conservation. One tangible proof of the Project's success would be the voluntary commitment of the community members to participate actively in priority activities aimed at obtaining practical results.

With regard to RP control actions, the reserve users pointed out that the attitudes of the park guards were too rigid and preclude the possibility of natural resource use for subsistence ends. For their part, the park guards claimed to have problems with poachers, especially those pressured or incentivized by merchants.

Among the most common difficulties they come up against have to do with a lack of directives and criteria for classifying cases of poaching and distinguishing between volumes for consumption and those that are for marketing externally.

The reserve professionals and technicians need training, since they also have to act as permanent trainers in the field. Nor have the systems and procedure been designed for the follow-up and monitoring of the Project's actions in each area. It is to be hoped that this shortfall will be addressed in this year's Operating Plan.

On this point it might be important to emphasize the need for a strategy that enables the application of different measures according to the varying characteristics of each stratum of the local population. To this end, the socio-economic study must provide information on, and an analysis of, the local population, so that it can be adapted to each situation.

On the point of the reserve's management, control and monitoring, the population must be convinced, through informal meetings and workshops, to pledge their active participation, formalizing agreements on the basis of reciprocal advantages.

Both CECODES and RP must be considered as agencies for local participation and planning. Here, local knowledge and specific project input must integrate and feed each other mutually, with conservation, monitoring and promotion as the aims.

D. RESERVE PATROL AND MANAGEMENT

The Project's reserve and control posts (RP) and administrative bases (AB) are being correctly implemented. They cover the two principal Marañon and Ucayali rivers, along with the PSNR's internal basins of Pacaya, Samiria, Upper Samiria and Yanayacu-Pucate, where a great deal of economic activity goes on, due to a large percentage the population's living off the Reserve's natural resources.

The Reserve's large size and geographical features show that it is clearly impossible for the reserve posts and conservation promoters alone to effect efficient protection or sustainable natural resource management in the PSNR.

The inter-institutional problem is bogging down the progress of infrastructure development and correct administrative handling and control in the field, and holding up the establishment of uniform salaries, the allocation of equipment, uniforms and supplies needed for the staff's survival and monitoring duties. This leads to insecurity, bungled resource management and distortions in the PSNR objectives, making it difficult to close up relations with the local people and gain their acceptance. For this reason we recommend the promoters receive training in how to carry out their functions in the field, bearing in mind that they are in a National Reserve, not a Park or Sanctuary.

Prohibitions and seizures properly applied are very important for teaching sustainable resource-management, even when they inconvenience people. Fishermen and hunters, as well as promoters, must grasp that this is a necessary activity and not a policy aimed at splitting those involved in the PSNR into two factions.

In order that, apart from being efficient, these actions fulfill a fundamental educational role, the local population must participate voluntarily in the patrolling work and, were it the case, in intervention and seizures, their follow-up and end

results. The fulfillment of commitments undertaken with them must be guaranteed so that they can benefit from their participation, though always for the sake of the community and not individual ends. Failing in these commitments will result in their distancing and justified loss of confidence; and thereby the failure of the mission.

The zoning plan includes the review of patrolling and control strategies, while strengthening critical operating points and periods, for guaranteeing their effectiveness. The establishment of pilot zones with exclusive rights for the river communities will facilitate monitoring and control of economic activities.

We recommend the Project emphasize its work with the local population, the principal ally in conservation and sustainable natural resource management is the local population. For this reason, funds must continue to flow as a priority to this task, incorporating them also into activities planning.

We also suggest including in the extension work, small local merchants, in order to instill in them the importance of controlling and managing economically-useful natural resources, in an attempt to secure their support or promise to respect the rules in force.

E. RUNNING, ADMINISTRATION AND INSTITUTIONAL SITUATION

Running and Administration

In spite of the unstable inter-institutional environment, the Project leadership has managed maintain its legitimacy and keep things moving, by constantly lobbying and trying to reach agreements with the authorities. As we have shown, the physical investment activities have been kept up, but it has been impossible to set the basic foundations for an adequate running, or to ensure the observance of the agreements stipulating uniform salaries and equipping for staff employed by the Region.

The Project administration is based in Iquitos and operates smoothly. The main advantage of its location is that it facilitates permanent contact with region's public institutions that are jointly responsible for the reserve's administration. The main drawback is its distance from the national reserve.

From the point of view of the leadership's capacity for installing instruments and keeping abreast of the annually planned goals, their functioning is satisfactory in quantitative terms, as is indicated in the quarterly progress reports.

The security of having sufficient economic resources and flexibility in the execution of activities, especially in the physical implementation process, has contributed to the efficiency of their efforts.

Given the level of progress, it is not possible to gage the efficiency of the Project's running, since it is too early to determine whether the desired results and effects that the Project plans for the target population and the reserve's management systems have been obtained.

In order to have proper resource administration that bears in mind the real shortage of funds that the organizational setup left behind once the Project concludes will have to deal with, it is vital to establish management guidelines and evaluation criteria, employing objective indicators for measuring efficiency in the use of resources and the effective use of the systems in place.

These guidelines should stave off the distortions that can occur when operating with non-refundable funding, establishing also cost/benefit-type analysis criteria for budget allocation and evaluation of the evolution and results of implemented activities; without which it is impossible to propose their validity and duplicability.

As can be appreciated from this report, it is a good idea to recruit staff trained in the disciplines of environmental planning, as well as rural operations and economics, for carrying out follow-up and environmental monitoring, strengthening the Project's conceptual and operational integrity.

We also recommend a spatial division of operations in the Reserve around the two principal river basins. Each would have its Promotion and Conservation Coordinator, who would have to coordinate their criteria and plan their work in such a way that maintains the conceptual coherence of the Project both at the CECODES and Reserve Posts.

Fluidity of planning and coordination between these bodies would be assured through the presence of Technical Director within the Reserve. This would also help to reduce travelling outside the Reserve and the overheads this entails. The need for this measure will become more acute as the Project expands.

Operationally the CECODES are still in their initial stages, weaving ties with the communities in their vicinities. At this stage of the Project it is too early to gage their efficiency and effectiveness. However, the importance of their work will be crucial to the Project's success; which is why the greatest possible care should go into the design and execution of their activities, always taking into the local people's points of view into consideration.

The situation is strained at the reserve posts, administrative bases and biological stations we visited. This is where Project-recruited staff, park guards and Regional Fisheries Authority promoters work together. The first two in theory are answerable to the reserve chief and his basin heads; while the fisheries staff insist on their jurisdictional independence. Given the obvious absence of the reserve authorities, the member

of staff in charge of promotion is inevitably perceived as operations coordinator, or effective chief.

This situation jeopardizes the coherence of control actions, fails to guarantee ethical and responsible behavior among the staff, apart from generating uncertainty among the local communities. The emphasis on control and patrolling does not oppose the need to integrate these duties with promotion efforts; nevertheless to do so it is necessary to unify criteria and methodological focus.

The administration in Lima is in charge of follow-up, which it does as part of the endangered parks program. Its coordinator handles logistical support and foreign acquisitions in contact with TNC.

The administrative auditing follow-up is centered in Lima in order to facilitate TNC's rendering of accounts to AID. TNC in the U.S. consolidates this information with the quarterly progress reports submitted by Iquitos to the FPCN in Lima. It is of little use to the Project for the purposes of management. This is why we recommend implementing a costs center system by activities in Iquitos.

In general we noted a stratification of the Project's technical information between the professional staff and the middle management, depending on whether they work in Lima, Iquitos or the Reserve.

Another role the FPCN handles in Lima concerns institutional affairs with the state (especially the administration of protected areas) and other public and private agencies. In spite of its efforts it has been impossible to solve the ongoing impasses and clashes over departmental jurisdiction within the regional authorities, and between these and the central government.

The FPCN is also responsible for disseminating the Project's scope and objectives, targeted fundamentally at potential donors. TNC, for its part, classifies the PSNR as a bioreserve, including it in its (TNC) strategic plan and giving it top priority, thus making the Project's continuity likely. We should also state that PROFONAMPE is designing a strategy for generating permanent funds for priority protected areas, which include the PSNR.

Institutional Situation

The FPCN has managed to maintain its role as interlocutor between local authorities and institutions in a shifting climate that is particularly sensitive to initiatives, which, like this one, are perceived as imposed from outside the Region.

However, the inter-institutional environment in which the Project operates was not successfully thought out at the time it was formulated and the Project designed, and has become the single factor that has most hindered the Project's progress.

The original assumption was that the various public entities with some authority over the Reserve are would act coherently and as a single unit, with a relatively stable administration and an adequate legal setup, helped by the existence of agreements signed with the national and regional authorities, as well as the participation of other local actors, including the population.

In practice, the official nature of these agreements has enabled the Project to maintain its viability and operational legitimacy, but not to develop smoothly. The instability prevalent in the majority of the Region's public entities is due to factors that are alien to the Project, but which combine to affect its progress directly.

The Region's various sectorial bodies are permanently at odds with each other over their respective authority in the Reserve. There is no clarity as to the specific roles and authority pertaining to each, neither do they operate along compatible conceptual guidelines.

The body created by the consortium, or "broad-based agreement" signed in 1991 is inoperative and its authority and presence is a merely matter of form. Therefore, there is no effective articulation between institutions and sectorial bodies within the Reserve, making its running weak and ineffectual.

An example of the illogical nature of the inter- institutional situation is the fact that the Regional Director of Agriculture and the INRENA Regional Chief are appointed from Lima, but, administratively they answer to the Regional Government which, in turn, is answerable to the Ministry of the Presidency.

Another illustration is the lack of cooperation between the International Technical Cooperation Secretariat of the Ministry of the Presidency, which is in charge of Programs and Projects of this nature, and its opposite number in the Loreto Regional Government.

The changes in regional authority posts, including that of the Region's President (appointed from the Ministry of the Presidency in Lima) contributes to the climate of instability that thwarts the progress of projects in which the State has a hand.

Faced with this situation, the Project leadership has tried - in our view correctly - to keep the framework of this Agreement in force, enabling it to continue by signing separate agreements, while repeatedly demonstrating its respect for the other official bodies.

The law regulating INRENA's organization and functions (Supreme Decree No.0055-92-AG) has done nothing to put an end to the ongoing jurisdictional clashes between the regional Agriculture and INRENA bureaux and the Regional Bureau of Fisheries (DIREPE); in spite of the fact that Supreme Decree No.01-94-PE of January 15th, which regulates the General Fisheries Law, attributes nothing regarding protected natural areas under the jurisdiction

of INRENA.

A counter-argument thrust back by DIREPE is Regional Law 00491 that created the Loreto protected areas program, along with the agreement signed between the current Ministry of Agriculture and an ex-president of the region, by virtue of which his office is delegated the technical running and administration of the protected natural areas listed in the aforesaid regional program.

A probable reason for the negative stance adopted by the Regional Director of Fisheries is the limited budgetary funds at his disposal, preventing him from carrying out his functions concerning fishing zones, which includes the PSNR and his jurisdiction. As a way of counteracting this situation, the regional Fisheries authorities levy a 30 percent tax on catches sold, payable in cash or kind, by fishermen and merchants. This percentage was increased until it reached its present level.

The Project maintains links with institutions like CARE and WWF. The latter runs a project in the communities of San Martin and Victoria in the Reserve area. CARE's Project is located along the Napo river. The aim of both Projects is to organize the local population for productive ends and providing services, and from that basis address conservation problems.

The Project leadership has tried to involve the Peruvian University of the Amazon, particularly the Forestry Engineering Faculty, which took part in the organization and logistics of the participatory rural evaluation workshops (TERP).

There is a perception, however, among the people interviewed at the university, that the Project was "prefabricated in the capital", to the extent that they have the institutional capacity to carry out some of the studies commissioned to a number of research centers in Lima; perhaps they refer to the ecological evaluation carried out by the Conservation Data Center of Lima's National Agrarian University, La Molina (UNALM).

We believe, nevertheless, that local technicians should understand that the methodology of the UNALM Conservation Data Center is in line with the technical specifications of the REE (Rapid Ecological Evaluation), which was developed by The Nature Conservancy, the Project's co-sponsor.

Another local institution with which the Project has a working relationship is the IIAP (Peruvian Amazon Research Institute). It was commissioned to conduct the socio-economic study, which has yet to be finished. Proof of the Project leadership's interest in strengthening this institution was to have also enlisted its services for the partial execution of the Evaluation of Land and Natural Resources Use and Capacity, commented on in this report in the section dedicated to Studies.

Some of the opinions gathered from observers interested in the Project revealed certain criticisms of its relatively secretive nature, which shut the door on the participation of other

institutions working in the area of population and natural resources.

The experience of other institutions would undoubtedly enrich the Project staff's insight into river community culture. This would also be useful as regards training. It is to be hoped that the technical consultative committees will be of some help in this area.

Criticism of another sort came in the form of the imputation that the FPCN North East Program failed to take a stand at the time of the regional protest over the Central Government's decision to grant Texas Crude exploration rights on a concession located inside the PSNR area.

In spite of the local university's having participated actively in the training of the Project staff for the PRE (Participatory Rural Evaluation), they continue to view the Project in the same light.

In conclusion, we can state that the inter-institutional quagmire characterizes the climate in which the Project must develop, directly affects its execution and prevents establishing criteria and practices for field operations to do with the Reserve's conservation and protection.

F. TRAINING

This area is vital to the Project's proper development. Efforts have been made to reinforce the capacity of the leadership and technical staff by means of courses in Project management and handling protected areas. Other training activities include park guards and workshops with community authorities.

In terms of completion of goals we find no fault. However, we recommend that the content of some of the training courses, such as the one for park guards and the TERP, be adapted to the Project's functions, objectives and characteristics. Our inspection of this aspect took the form of reviewing the reports that make up the workshop records and listening to personal accounts.

In this way we gathered the opinions of trainees, who said, for example, said that the courses were too academic and unsuitable for the type of staff being trained. They also stated that their interest was not aroused, and there was a lot of absenteeism at the night classes. It also became clear that there was a lack of conceptualization regarding Reserve protection activities, as well as those of promotion for rational resource use and management.

The Project replied that these opinions and the absenteeism belonged to two trainees who were termed undisciplined and have, for that reason, been removed.

It would be premature at this point to evaluate the courses' impact on the staff. We did, however, note a willingness to incorporate what was learned in the activities.

We recommend that the contents of training programs be discussed with field heads, selecting the right methodology and securing the participation of local professionals or with experience in extension.

All extensionists and conservation promoters should be ready to respond to a number of basic community demands. For example, we recommend they have complete training in first aid, survival techniques and navigation, as well as preventive vehicle and equipment maintenance, nutrition and basic sanitation. These are things that will ease their local acceptance and will ensure they respond correctly to unexpected developments.

G. CONSTRUCTIONS

The new Project constructions are well-suited to the zone and the work. However, the remodelling of the old facilities pays no attention to the characteristics of the new constructions.

Our overnight stay at the Bretaña and Santa Elena RP enable us to recommend that there be the greatest possible degree of uniformity between old and new RP, with respect to comfort, space

and appearance. The former was badly ventilated and small making resting comfortably difficult. Its sanitary and cooking facilities are precarious and must be improved. The good running of services could serve a positive demonstration for maintaining latrines, kitchens, etc. in a rural setting. The Santa Elena camp is of a considerably higher standard.

The basic services facilities in the CECODES and RP should serve as an example to the local population for improving their living standards and should, therefore be designed in such a way as to make them easy for the locals to duplicate and adapt to materials available in their communities and outlying areas.

The CECODES are built inside the community, keeping to local landscape patterns and blending in with other constructions. Their operating capacity appears to meet their needs. The only limitation is the small size of the area set aside for meetings with the community, which is why these are rightly held in the schools, as occurs in Manco Capac.

The operating capacity of the RP and AB should be rethought to include extension and promotion activities wherever possible; e.g. to act as local interpretation centers and for providing hygiene services, teaching use of improved stoves, latrines, disposal of solid residue, etc.

H. STUDIES

General Impressions

At the time of this Evaluation the following studies had been concluded: Environmental Impact Study, Phase I of the Natural Resource Use and Capacity Evaluation, Ecological Evaluation Study and the Report on the Current Situation of Control and Monitoring on the Reserve.

We also have Phase I of the Socio-economic Study of the PSNR Neighboring Populations, with phase II at a preliminary stage.

The base studies must be finished and subsequent ones should aim at combining both of the Project's main thrusts (conservation and development) using methodological research, as well as investigating specific aspects relating to a resource.

All studies should conclude with a seminar attended by the Project staff and invitees (community and municipal authorities, development agents, ministries) for presenting results and answering questions.

Environmental Impact Study

PETER B. BAYLEY, PEDRO VASQUEZ R., FERNANDO GHERSI P., PEKKA SOINI AND MARIO PINEDO P.

The Environmental Impact study complies fully with its scope of work. AID was absolutely right to insist this study be conducted as a prior condition for the country and the executors.

The document is very useful for planning, for grasping the essence of a National Reserve, for initiating specific studies and for guaranteeing sustainable natural resource use by the local people involved in the PSNR.

It sets out a series of different time frames corresponding to the nature of ecological processes, such as the anticipated impact of human activity on them and the most relevant resources.

The study suggests an implementation strategy coherent with the Project's execution periods, proposing a permanent environmental monitoring program to facilitate its continuity and that of other sustainable natural resource management initiatives.

The time and space analysis as regards the expected interaction with the market facilitates the visualization of the best opportunities most likely to succeed in helping raise the incomes of a large segment of the river population.

Their estimates of sustainable harvests based on the biological characteristics of species and the effect of extraction activities on life cycles, force one to reconsider conservation and protection policies in the PSNR, including the main control efforts, as well as their effectiveness and efficiency.

The study is coherent in defending zoning with the allocation of rights over resource use as a first priority; in addition, pursuing a strategy of weaving alliances with the river communities, who depend on the health and productivity of the Reserve. This strategy does not clash with, but complements ordering in the buffer zones, extension labors and productive training.

The study revealed a degree of weakness by listing a number of recommendations in no order of priority, conferring on them the same importance for the success of this and other related projects (see p.3). However, the real possibilities for its implementation do not depend solely on the provision of technology, but, fundamentally, on its acceptance as valid and beneficial by the local population.

Ecological Evaluation

CONSERVATION DATA CENTER - DEPARTMENT OF FORESTRY SCIENCES - NATIONAL AGRARIAN UNIVERSITY "LA MOLINA" (UNALM)

The quality of this study and the information it contains is very high. The scope of work has been properly developed, and includes the authors' personal observations and a field evaluation.

The methodology used was borrowed from the Rapid Ecological Evaluation conducted by TNC in 1987. It is probable that the assistance of the CDC itself will be required for the study's application by the Project and the implementation of its principal recommendations, that is zoning in the Reserve and buffer zones, as well as the design and start-up of the ecological monitoring operation for flora and fauna.

Perhaps the most suitable method is the organization of a workshop for this purpose. In any event it would be best to secure the participation of professionals and institutions in the region for facilitating the transfer of the methodology and ensuring the continuity of the process.

The procedure for conducting this type of study is relatively complex. They require the use of cartographic material, reconnaissance flights and satellite information, the interpretation and processing of which calls for teams of dedicated, highly-trained staff. This material is complemented by on-site verification and integrated analysis.

We recommend the participation of the local population in carrying out the zoning and monitoring. Both processes form part of the ecological zoning process for handling the resources, including the institutional agreements for ensuring the viability of proposals and their acceptance by communities. The allocation of communal economically-useful zones requires local information, which should be incorporated thanks to the organized participation of the users. The TERP can make an important contribution to this ordering.

It being in their own interests, the environmental monitoring and that of community-scale resources - crucial for the system as a whole - can be conducted by local communities, who as the process develops will see the need for rules and regulations, as well as access to renewable resources.

This double-entry system has been used elsewhere and its implementation was previously proposed for the Manu Biosphere Reserve.

Evaluation of Land and Natural Resource Use and Capacity

CONSERVATION DATA CENTER - DEPARTMENT OF FORESTRY SCIENCES - NATIONAL AGRARIAN UNIVERSITY "LA MOLINA" - IIAP

The soils study progressed up to the reconnaissance stage. The team had access to the volume corresponding to the first phase, which covers an area of 632 796 Has., of which 373 124 Has. belong to the National Reserve. We did not have access to the study pertaining to the complementary phase of 1 780 000 Has.

The principal findings regarding capacity for the greatest use were that 23 percent corresponded to protected areas, 68 percent to the forestry production areas and 9 percent to crops-only areas. The study identifies homogeneous areas where special treatment techniques should be proposed in the areas of soil use, management and conservation, as well as specific management techniques.

The flood plain area of the Rivers Ucayali, Puinahua Canal and Marañon comprise the best crops-only land, for which reason a condition for making the technology available could be that these areas must be used for intensive crop farming. In addition they comprise the buffer zones and, therefore, where the Project should intensify its productivity promotion efforts for reducing the pressure on the Reserve.

It has been calculated that of the entire area suited to crop farming, only 15 percent is in use. There is, therefore, room for expanding cropland area.

The areas suitable for forestry lie mostly inside the Reserve and their use must be reserved solely for the local population's own building requirements. Class F2, subclass F2w information indicates that the area is used for selective, commercial lumber activities; which should be controlled and prevented by the Project.

The ecological side of this document is very thin, there being no analysis of mini biosystems, microbasins or biological communities; it also fails to address agroecosystems and relationships with man.

The study forms a good base for resource-preservation planning, as well as zoning aimed at intensifying productive crop and livestock farming activities in the buffer zones.

The suggestions made are valuable, especially those referring to management of aguaje swamps on the edges of the Reserve, their sustained economic use, and the development of a model for use in flood-prone areas, particularly on the basis of agroforestry models that include rapid growth species and flood-resistant native fruit varieties.

One of the fuller pieces of information the study contains concerns the description of the various types of relationships

between animals and/or plants etc. (consociations and associations).

The chapter dealing with aquatic resources confirms what is known about bodies of water and known resource distribution patterns. It also incorporates the notion of "pulses" as an explanation for high natural productivity and fish production.

The study is basically descriptive, although it does provide some guidelines that would be of use in the allocation of community fishing zones. This would enable the introduction of handling practices for certain specially protected fish species like paiche.

In the chapter dealing with animal wildlife, the authors admitted to have carried out a very quick survey with limited geographical coverage, making it inadequate for arriving at realistic estimates as to wildlife populations in the area (see p.130). In spite of this being an important food source we were unable to find an estimate of their numbers in the study.

We did not obtain a very clear picture as to how the Project's technical staff plan to incorporate the findings of this study into the Reserve's running or in their management and exploitation planning. One means of approach that appears in the 1994 Operating Plan is on the basis of an attempt at combining the three studies for planning Reserve resource-handling and use.

We suggest conducting semi-detailed soils studies in the areas classed as best suited for farming, in order to establish the factors in favor and against their intensive use, outlining technological options and limitations for each soil type. The importance of this lies in the fact that most of the soil types referred to in the paragraph above include river islands and shore complexes, many of which are located in the vicinity of the CECODES and communities in the PSNR.

For this reason, we recommend the examination of the participatory soil evaluation methodologies being employed by the AID-supported Madre de Dios Agrarian Federation in the Tambopata Candamo Reserved Zone.

We also advise distributing schematic maps among the CECODES and Reserve Posts, in order to familiarize staff with soil characteristics in the studied areas.

Socio-economic Study

PERUVIAN AMAZON RESEARCH INSTITUTE (IIAP)

The scope of work, which comprised the basis of this study, was not sufficiently clear, despite its comprehensive nature. There was a failure to identify stages or specific ranges, nor were the best periods for the fieldwork's execution outlined.

The purpose was to establish the social and economic situations of the river communities in the Project area at the time its actions got underway. The study was aimed at determining the capacity of these communities for adopting production technology and systems based on the use of renewable natural resources, and thereby identify the communities with which it would be possible for the Project to work.

As we see it, the scope of the study's work contains too many objectives without managing to pinpoint precisely the products which ought to be obtainable from the study.

Due to time factors the Project was unable organize properly the period for carrying out the study. Nor was attention paid to the sequential implementation of the studies, and the relation that this study should bear with the other studies carried out.

One of the anticipated results was a start-up database, and an indication of the productive options the Project might be capable of producing, outlining the economic activities for each community selected by the study. Requests were also made for recommendations regarding the participation process, as well as the introduction of a monitoring system for the zone's economic and social activities.

The first stage of the study contains a good deal of qualitative information which partially complies with the scope of the work, although the consultants were unable to translate it into conclusions or recommendations.

The preliminary report is insufficient, as was soon declared, both by the FPCN consultant in charge of supervision, and TNC's consultant.

The study's emphasis seems to be more on qualitative and social aspects and to a lesser degree on quantitative and economic ones. This deficiency was the result of the design of the format for compiling the information.

Activities are recommended that affect women's workloads without evaluating their real ability to cover them. This is also the case with the creation of organizations, which respond to the offer of help from third parties, rather than the need for consolidating internal community ties.

The study failed to address aspects relating to the feasibility of the economic activities selected, and the introduction of a

monitoring system.

In the final report we noted a better handling of information, and an effort to follow the consultants' suggestions. However, the report's recommendations are of a very low standard, and the reader is unable to ascertain clearly the principal recommended lines of action and activities according to the typification conducted in the local communities.

With respect to economic aspects, there is an improvement in the standard of quantitative information. It very tentatively touches on product sale prices and family incomes in each community and omits all reference to production and transport costs, as well as seasonal incomes shifts. A comparison of the first studies with the last revealed that the IIAP is

The proposals and recommendations contained in the final volume seem to address better the information from the studies since they refer to basins, productive activities and the communities involved. The recommendations to do with marketing are too weak and no consideration is given to the points set out in the actual PLP on marketing, such as the prices information system, for example.

We recommend they carry out a selective analysis of production costs for the more important activities and complete their analyses of producers' incomes. This can be done by establishing model farms or setting up productive systems, for which they already have the basic information.

We also recommend doing a marketing and prices study for pinpointing the most viable economic options to be developed in the buffer zones.

The information must also be complemented and processed for developing the environmental monitoring system, which will contain the points relating to socio-economic follow-up put forward in the FPCN consultant's document in January this year.

Special care must be given when addressing aspects relating to the allocation of the family workload (sex and age), in order that Project activities are suitable planned.

MBP\93.1.

ANNEX 1

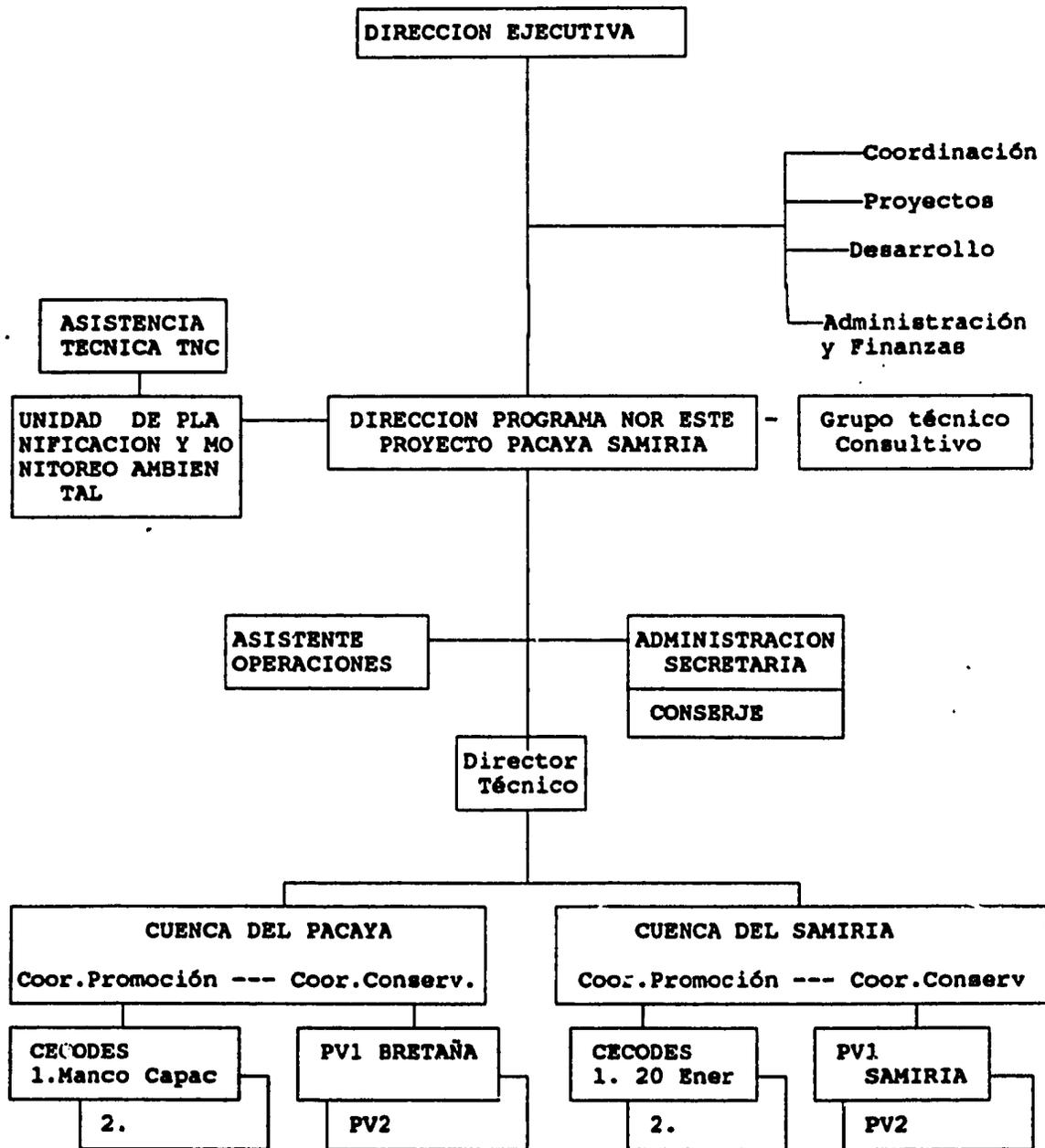
PROPOSED ORGANIZATIONAL STRUCTURE

(Ver documento en castellano para numeros correspondientes a rubros)

1. EXECUTIVE LEADERSHIP
2. Coordination
3. Projects
4. Development
5. Administration and Finances
6. TNC TECHNICAL ASSISTANCE
7. ENVIRONMENTAL MONITORING AND PLANNING OFFICE
8. DIRECTOR OF NORTHEAST PROGRAM PACAYA SAMIRIA PROJECT
9. Technical Consultive Group
10. OPERATIONS ASSISTANT
11. ADMINISTRATION SECRETARY
12. CARETAKER
13. Technical Director
14. PACAYA BASIN
Promotion Coord --- Conservtn. Coord.
15. SAMIRIA BASIN
Promotion Coord --- Conservtn. Coord.
16. CECODES
 1. Manco Capac
 - 2.
17. RP1 BRETAÑA
RP2
18. CECODES
 1. Veinte de Enero
 - 2.
17. RP1 SAMIRIA
RP2

ANEXO 1

ESTRUCTURA ORGANICA PROPUESTA



ANNEX 2

ITINERARY AND LIST OF INTERVIEWEES

Friday 14 January
Consultant Team's Work

Monday 17
Interviews at FPCN Lima, Patricia Leon Melgar, Francisco
Extremadouro
Preparation for trip

Tuesday 18
Arrival in Iquitos
Meeting with Eloy Pezo (Director PNE) and Eduardo Durand (TNC
Local Adviser)
Inspection of office and attached staff
Outside interviews:

INRENA	Feliciano Rodríguez
DRA	Magno García Zagaceta
FIF	José Torres Vásquez
IIAP	Hernán Tello Fernández Fernando Rodríguez Dr. José Barleti
WWF	José López Parodi

Wednesday 19
Field trip. Participants: L. Benítez, R. Villacrez, evaluation
team members.
Interviews and inspection of progress of work and outfitting,
visits to RP1's neighboring villagers.
Overnight stay in Pacaya RP1.

Thursday 20
Observation of patrols and interview with villagers engaged in
fishing.
Route: RP1 - Yarina Administrative Base - CECODES Manco Capac.
Interviews with conservation promoters, park guards and DIREPE
Biologist; inspection of progress of work and outfitting, visits
to CECODES' neighboring villagers; interview with biologist M.
Torres.

Friday 21
Route: Manco Capac - (Yanayacu Basin) "Veinte de Enero" - Nauta.
Observation of oxbow lakes and settlements along the route.
Meeting in "Veinte de Enero" with promoters, TNC adviser,
consultants and project heads: presentation of TERP findings.
Meeting in Nauta with project head, TNC adviser, consultants and
member of staff in charge of conservation

Saturday 22
Route: Nauta - Sta Elena - Pithecia
Inspection of progress of work and outfitting, Interviews with
conservation promoters, construction bosses and family members.

Sunday 23

Route: Pithecia - San Martin - Nauta

Comment-free visit to San Martin settlement, interview with authorities and community members.

Monday 24

Return to Iquitos

Tuesday 25

Interviews:

CRODE Fr. Joaquín García

Regional Fisheries Authority/PSNR Leadership - Dr. Lorgio Vertiz, Luis Moya, Walter Herrera.

UNAP - José Torres Vásquez, Dean FIP

CTI - Jhonie Tello, Manuel Rodrigues, Celso Cárdenas and others.

Regional Authorities/Agreement with Colombia, Carl Tejada

CARE-PERU - Raul Pasco Ames

Final meeting with office staff, TNC adviser, Project Director, Consultants Bayly and Rodrigues

Wednesday 26

Return to Lima

Interviews with INRENA, PROFONAMPE

Thursday 27

Meeting at FPCN with G. Suárez, F. Estremadoyro, Consultants Bayly and Rodrigues, Eduardo Durand and Eloy Pezo.

Friday 28 - Sunday 30

Drafting of documents by Consultants

Monday 31 - Thursday 3

Joint drafting of Preliminary Document

Wednesday 2 February

Interview at AID with H. Wing, A. Davis and E. Alarcon

Friday 4 - Sunday 6

Compilation and write-up of final draft of Report by Team Leader

Monday 7

Hand in Report in Spanish

Monday 28 March

Hand in Final Report in Spanish