

**Displaced Children and Orphans
Fund On-Site Proposal Review
in Peru**

July 1999

by

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Acronyms

AMRESAM	Asociación de Municipalidades de la Region San Martin (Association of Local Municipalities)
CEDRO	Centro de Información y Educación para la Prevención del Abuso de Drogas (Information and Education Center for the Prevention of Drug Abuse)
DCOF	Displaced Children and Orphans Fund
LPN	Licensed practical nurse
MOE	Ministry of Education
MOH	Ministry of Health
PIETBAF	Pre-Kindergarten and kindergarten level program run by the Department of Education in Peru for Academic Preparation (integrated with PIETBAF)
PRONEI	Nutrition program for pre-kindergartners and kindergartners (integrated with PIETBAF)
USAID	U.S. Agency for International Development



Executive Summary

Between 1985 AND 1994, people in community leadership positions of many small rural towns in Peru were systematically killed by the Sendero Luminoso terrorist group. In the aftermath of these 18,000 deaths, Peru faces many difficulties from the relocation of families, loss of parents, and disintegration of community and cultural structure. In addition, the country's basic poverty level is among the worst in South America. Children living on the street, without resources, are the results of these combined forces.

The consultant's assignment was to observe the context of three proposals received in the Displaced Children and Orphans Fund (DCOF) office. Each proposal requested funding for activities to serve the needs of orphaned or displaced children in communities most affected by the loss of life.

Don Bosco and María Auxiliadora, Ayacucho

Ayacucho was the center of Sendero activities. The Salesians have provided vocational training in the community for 26 years. Its counterpart for girls, María Auxiliadora, has a similar history of community service. Aspects of the proposal were discussed at length with the staff, after the consultant observed the physical facilities and projections for future facilities were proposed. The centers have good community relationships. Their links to the business community help the programs continue to adapt and develop vocational programs.

Of particular interest is a U.S. Agency for International Development (USAID)-funded project by CARE that addresses the need for education of girls in communities around Ayacucho. Leveraging the CARE project gives priority to the girls component of the proposal for María Auxiliadora's continuing vocational development. A combination of potential DCOF- and CARE-funded activities has the potential to support girl's education and result in a significant systems change.

CEDRO, Tarapoto

The philosophy underlying the work of the Information and Education Center for the Prevention of Drug Abuse (CEDRO) holds that the best antidote to continuing terrorism and its accompanying drug involvement is strong community development. CEDRO has developed a system for community development in the hot jungle areas of Peru: Tarapoto, Lamas, and Wayku of the San Martin district. The present proposal seeks to support community development in the heart of a rural district in the same region where orphaned children work on large plantations that support coca and marijuana production. These children may become more actively involved in transporting drugs, because of their unacknowledged official citizenship status. Although the consultant was unable to visit the Tocache area, due to danger and distance, CEDRO's working style with a system of dedicated volunteers in over 100 communities could feasibly be reproduced in the more rural area.

CEDRO, Lima

Through financial support from DCOF and other donors over the past eight years, Lima's CEDRO project has provided a recourse to children on the street who desire a positive change. The gradual integration of children into a supportive environment of housing and education remains a difficult task, when children have grown used to complete independence on the street with its attendant risks. CEDRO continues to have a 40 percent rate of reunification with families. The proposed support of their activities is part of the maintenance of houses where young people choose to participate, labeled "open houses." These open houses stand in stark contrast to institutions where the door is barred and children are not allowed to leave by their own choice. Young people at open houses receive vocational training by means of partnerships with local businesses and are prepared for financial independence at age 18.

Each of the three proposals seeks to provide much needed services. The following recommendations for DCOF actions are not prioritized:

1. Support expansion of CEDRO community development activities to the rural Tocache area. There is currently absence of services for orphaned children. Services to these children are urgently needed. Otherwise, they will continue to develop within the life of plantation ownership. CEDRO activities could be an entry point for continuing development activities in an area that currently has no services. Program progress reports must be regularly submitted to document development activities.
2. Support at least a portion of the open houses in Lima. The eight-year history of DCOF support for CEDRO/Lima activities has advanced the development of services for street children and could be the basis for support by other funding sources, such as those for drug education. Regular program reports of activities such as attempts to reunite families and children would provide useful information.
3. Support Don Bosco and María Auxiliadora. A general consolidation of services at the girls and boys schools would maximize resources at both locations. The following conciliations should be made:
 - Allow funding for the psychologist and social services to serve both schools.
 - Build the electrical workshops for shared use by both schools.
 - Consider alternatives to residential housing for orphan girls, such as a system of host families.
 - Develop an expanded sewing machine area at Don Bosco to be available to serve boys and María Auxiliadora girls.
 - Expand the computer lab at Don Bosco to serve María Auxiliadora girls for accounting and secretarial training.
 - Support construction of print services to be used by boys and girls.

DCOF On-Site Proposal Review in Peru

The consultant and a representative of USAID/Lima reviewed the location and facilities relevant to each proposal (Appendix C provides accompanying USAID representatives). The following narrative provides the results of each visit; the order of the narrative follows the itinerary for travel.

Ayacucho, Peru

A substantial number of people fled this area to live elsewhere during Sendero activities and are now returning to find that their houses and fields were taken by others. Some work their land from distant housing and travel hours by bus each day. The area suffers extreme poverty from the displacement and loss of wage earners in so many families. Some signs of recovery have recently become visible, and the area is in a major trade route for the valley. A new highway is under construction.

Many children remain orphaned. The stigma of being an orphan in Peruvian culture implies a lack of education and, sometimes, a lack of ability; a tendency toward negative social behavior; a lack of potential; and, in a country where family is everything, a lack of belonging to an identifiable, “normal” group of people.

Orphaned girls merit particular attention, as they are relegated to housework and child care, with little or no opportunity to support or develop their other potentials. In the outlying areas, being an orphan combines with the general lack of education for all girls and puts girls at a particular disadvantage.

The ample Don Bosco premises include primary and secondary schools as well as workshop space, a computer area with internet access, a machine shop, a carpentry shop, and a weaving studio. Presently, 22 orphans are in the residential program; they complete secondary school as well as the vocational workshop program.

An *escuela para padres* (school for parents) enables some community participation, though it has no leadership function at the school. At designated times, the machinery and carpentry workshops are opened for use to community members.

The María Auxiliadora school building is older than Don Bosco and in disrepair. One section caved in completely from rains that washed away the adobe. Requests to the Ministry of Culture for permission to repair the area have been denied due to the school’s financial inability to restore the section to the original eighteenth century style and appearance; the decision is being appealed. A primary and secondary school on the premises serve about 350 students. There is no residential program for orphaned girls, despite reports from the countryside that some girls roam about without education or supervision.

Workshops where people were enrolled in vocational programs were cramped, with minimal resources. The consultant visited the following vocational classes at María Auxiliadora:

- A two-year sewing and cutting program. Students of both years were literally elbow-to-elbow for lack of space. Many treadle machines and only three electric sewing machines were available.
- A one-year cosmetology program. About 25 people were getting or giving hair cuts. Through this program they learn to cut hair as a home business. No water was available in the room for shampooing.
- A two-year first-aid program. Students learn the basics of LPN-level work for employment. At the end of the second year, they go into hospitals for practical training and may continue to work there.
- Secretarial work. Students were in small groups doing a self-esteem exercise.

CARE has a community development program that seeks to improve the education of girls in four surrounding communities by increasing the emphasis placed on girls in educational systems. Peru is one of six countries to emphasize girls and women in development and education. Baseline research has revealed that an underlying level of harassment by their male classmates eliminates many girls from the educational process. Educational work with the leaders of four communities emphasizes the role of women in the culture and improves their understanding of education in a democratic society.

Table 1: Field Information Summary of Ayacucho Proposal

Proposal Title	Assistance to Orphans and Displaced Children, Ayacucho, Peru
Budget Requested	\$583,000 over 3 years for two centers: Don Bosco and María Auxiliadora
Geographic Region	Ayacucho, Huancayo
Target Population	Children who are orphaned or displaced due to intense activities of Sendero Luminoso in the town and mountainous area of Ayacucho
Description of Requesting Agency	The Don Bosco and María Auxiliadora projects have long histories of meeting educational needs of children in the region. Both have primary and secondary schools as well as different types of vocational training. Don Bosco has a residential program of 22 boys, with a capacity for 30
Summary of Request	Services of social worker and psychologist for students. New workshops: printing, electrical. Upgrade existing workshops: computer, carpentry, sewing, machinery. María Auxiliadora would like to have a residential program for orphan girls
Evidence of Institutional	Department of Education pays for instruction of the students.

Support	
Evidence of Community Development	Both agencies open their doors to well-attended community participation in vocational workshops. Don Bosco holds a regular “School for Parents” to improve communication between school and parents. María Auxiliadora has couples from the community provide sex education and family life education. Both schools have supportable graduates who could become more active in specific projects
Potential for Development of Indicators of Success	Don Bosco and María Auxiliadora maintain academic records required by the Ministry of Education for the primary and secondary grades. Students in the vocational training program receive a certificate at the end of their one- or two-year program. Follow-up information is highly anecdotal, without systematic summary. Limitations of communication systems present difficulties in obtaining follow-up information regarding the vocational training program
Main Points illuminated by Site Visit	The relationship between Don Bosco and María Auxiliadora is not as distant as it would appear from the proposal. Although resources have not been shared to any great extent, the working relationship has potential. These schools’ physical proximity to each other could enable fuller resource sharing; both groups would benefit. This area has additional USAID-supported efforts in the same region, such as CARE’s project that focuses on girls’ education. The visit confirmed the sense that the proposal’s budget contains some overestimates

Conclusions and Recommendations

- Support of the María Auxiliadora component of the Don Bosco proposal would be timely owing to the added impetus of the USAID-funded CARE project. The María Auxiliadora and Don Bosco schools should integrate more services and share resources to a greater extent. For example, social services, psychologists, and medical services could be shared. The integration of all workshops should be explored.
- There is a need for housing for orphaned girls in the community. A family support system where host families support a child may be an alternative to a residential system.
- New workshops, such as those dealing with electrical and printing skills, should be shared to provide opportunities for both boys and girls. Because of ample space, construction of an expanded sewing machine area at Don Bosco could serve boys and María Auxiliadora girls. Expansion of the computer lab at Don Bosco could serve the needs of María Auxiliadora girls for accounting and secretarial training.

CEDRO/Tarapoto

Because social deterioration foments the spread of drugs and terrorism, CEDRO's mission is to strengthen the lack of community development that creates vulnerability to activities of drug-supported terrorism. The location of these proposed activities is a jungle area with a dispersed population. The location is too difficult and, perhaps, too dangerous for the consultant and the USAID representative to directly observe. Still, there is a need to enter the area—there are reports of children there being held to work on crops (known as green slaves). These young people are particularly vulnerable to recruitment by those involved in the drug trade because there is no official documentation that says they exist as legal citizens.

The consultant and a representative of USAID visited Tarapoto, Lamas, and Wayku to see CEDRO's community-development work in the area of prevention. CEDRO supports development by training community volunteers and provides technical assistance to those of the health, education, and governance systems who work in prevention with youth, parent groups, and schools for parents. CEDRO addresses many topics, including, but not limited to the following:

- Toys that can be constructed from local materials;
- Stimulation of the child's mind, nutrition, drugs, and advise for what a child can do for the community; and
- Self-esteem and culturally strengthening activities.

At a meeting with representatives of the association of local municipalities (AMRESAM) CEDRO received praise as a group that provides a community entry point. CEDRO validates the activities of other programs and can begin to get things done where no programs have existed.

Community governance is divided into departments, provinces, districts, and municipalities, with regional meetings that convene at each level for training. CEDRO has activities at each level in health, education, and governance at the city or town level. (In the proposal, this is referred to as "integral.") The CEDRO role is to provide technical support to other agencies with an emphasis on alternative development, employment, and prevention of drug use and other societally detrimental issues.

The visitors reviewed two projects that serve children in their pre-school years: a pre-school and a *club de madres* (mothers club), each packed with people who displayed energy, enthusiasm, and support for CEDRO activities.

In the San Martin region, Sendero Luminoso killed many if not all people with leadership abilities such as teachers and mayors. They also killed a CEDRO coordinator. The void of leadership in over 100 communities is now being filled by the system of volunteers that CEDRO promotes through its activities with people at different organizational levels. Community-level

participation was very impressive, featuring a variety of volunteer activities that promote their organization and cohesiveness.

CEDRO/Lamas de San Martin and Wayku

The visitors met with students in education who have a community group that is active in the city center. There are no youth gangs in Lamas, due in part to the groups that participate in cultural events and fundraising. With leadership from within the group, these students hope to work as educators in the San Martin region. They receive some supervision by a local volunteer psychologist.

Within walking distance of Lamas is the Quechua-speaking indigenous community of Wayku, where people relocated to seek refuge from the Sendero. Many small children are left alone in this community while their parents go to work for three to four days at a time. Housing is basic, with electricity but no water. CEDRO activities that emphasize cultural pride and awareness are integrated into the community's primary schools.

Table 2: Field Information Summary of Tocachi Proposal

Proposal Title	Attention to High-Risk Minors in State of Abandonment or Semi-Abandonment in Coca Producing Areas of Peru
Budget Requested	\$150,000 over two years
Geographic Region	Jungle area of Peru, Tocachi
Target Population	Children and youth who work on isolated plantations, without education or supervision
Description of the Requesting Agency	CEDRO has 13 years of community development experience, primarily in urban and densely populated areas
Summary of Request	Educators and other personnel, travel money to develop community services in the isolated jungle area of Tocache
Evidence of Institutional Support	Close working relationships with the MOE. PIETBAF and PRONEI programs (for children who do not yet go to school), where CEDRO contributes methods to work with children and parents. Representatives of the association of 77 municipalities, AMRESAM, spoke highly of CEDRO activities as the community entry point for prevention work
Evidence of Community Development	CEDRO/Tarapoto has volunteers in over 100 communities in the area, working with parents and youth. Each volunteer works with an advisory group of young people, teachers, and interested community leaders on a regular basis to establish priority prevention activities, for example, on sexuality or alcoholism. Some of the activities include dramatizations and theater, development of cassettes and videos

Potential for Development of Indicators	Suggested indicators for the Tocache area include examination of needs in the area; purpose and contacts during each visit to the Tocache area; estimates of number of vulnerable young people and their approximate ages; and specific details of travel time at different seasons of the year
Main Points illuminated by Site Visit	Whereas the proposal indicated that the project was highly centralized from Lima, the frequency of staff travel over an extensive period of time has established a very participatory and effective working relationship. In Tarapoto, Lamas, and Wayku, CEDRO staff is well-regarded

Conclusions and Recommendation

Funding of the jungle project would provide a connection with a new needy population. This effort should begin slowly. It could rehabilitate some of the young people who are in the plantations before they become even more limited in their job options by the lack of education and support. Supporting the expansion of CEDRO community development activities to the rural Tocache area would provide services for orphaned children now unavailable. Services to these children are urgently needed, as they continue to develop within the life of plantation ownership. CEDRO activities could be an entry point for continuing development activities in an area that currently has no services. Reporting requirements of the program would need to be regularly submitted to document development activities.

CEDRO/Lima

CEDRO/Lima began operations 13 years ago in response to the lack of awareness in Peru regarding the problem of drugs and the potential for drug involvement. The leadership of CEDRO was comprised of newspaper reporters, members of the army, the government, teachers, and influential Peruvians who initiated campaigns about drugs to inform the public. Presently, CEDRO staff include a former ambassador to Peru from Guatemala and a former director of World YMCA. CEDRO staff work in the schools, jails, and alternative community-development programs, of which street children projects are a part.

CEDRO provides community links that promote community development in high-risk areas for drug abuse. The open houses are part of that system, responding to the needs of youth on the street that have no guidance. About 40 percent of young people involved with the open houses receive permanent housing, and 40 percent return to their families. The remaining young people leave the open houses, seeking the independence of street life.

A series of CEDRO-supported kiosks are located in different areas of town. Some of the children from the open houses learn marketing at the kiosks by selling bread, food, and other goods for community merchants. At the age of 18, young people take the vocation they learned at the open

house and become independent in their own business. They receive transitional courses and classes on Saturdays to learn more about economies, savings, etc.

A computer system tracks the progress of children and youth in the open houses, and their results are available for analysis. Over time, CEDRO recognized that many of the young people they see are from the same locations in the city. CEDRO began projects in those areas in order to sensitize community members to how child maltreatment causes children to leave for the street. The Ministry of Education (MOE) now supports this type of service in many of the high-risk communities.

CEDRO does a tremendous service to the Peruvian people through its effective work in community development. In addition, it has substantial political support, both in Peru and the United States. The director has presented his program directly to members of Congress to solicit support.

Table 3: Field Information Summary of Lima Proposal

Proposal Title	Open Houses for Street Boys, Girls and Adolescents in Peru
Budget Requested	\$250,000 over 3 years
Geographic Region	Lima, Peru
Target Population	Children living in the street, Lima
Description of Requesting Agency	CEDRO/Lima
Summary of Request	Staffing and program support for three open houses that serve street children in Lima
Evidence of Institutional Support	Buildings that house projects are owned by the MOE and other entities. CEDRO provides the working programs within the buildings, including donated food, delivery, and vocational training
Evidence of Community Development	Surrounding businesses have relationships with open houses such that young people are able to receive training from them at their workshop. Some products are made by the open-house youths and sold to the municipality
Potential for Development of Indicators	A computerized data bank of young people has birth dates and community of origin at each house. Categories that would be of interest for tracking in this project include the following: notes regarding efforts to restore family relationships; legal status of the child, i.e., registered as a citizen; approximate level of schooling; participation in vocational training, including success indicators; and records regarding the progress of young people when they are no longer eligible for services—long-term follow-up

Main Points illuminated by Site Visit	The visit clarified the degree to which community relationships contribute to CEDRO's activities. It showed the difficulties of working with independent children who have fulfilled their own needs on the street without adult supervision. The open houses approach validates the child's own ability to make decisions and is essential to obtaining commitment to education and safe housing
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Conclusion and Recommendation

The eight years of DCOF support for CEDRO/Lima activities has advanced the development of services for street children. This work could be the basis for support by other funding sources, such as those for drug education. Matching resources for the open houses must be made available by other sources to support program activities. Reports of activities such as attempts to reunite families and children would be useful regarding project evaluation and follow-up.

Scope of Work

A. Overview

The Displaced Children and Orphans Fund (DCOF) contacted a consultant with a background in children's health issues, Sharry Erzinger, to evaluate the viability of three proposals in Peru. The consultant will travel to Peru from July 9 to July 17, 1999. Each proposal will be examined in relation to the circumstances and conditions under which each program would operate. While in Peru, proposed program sites will be visited and assessed in Lima, in Peru's coca producing areas, and in the city of Ayocucha.

B. Centro de Informacion y Educacion para la Prevencion del Abuso de Drogas

Two proposals were submitted by the Centro de Informacion y Educacion para la Prevencion del Abuso de Drogas (CEDRO). The first CEDRO proposal, Attention to High Risk Minors Who Live In a State of Abandonment or Semi-Abandonment in Coca Producing Areas in Peru, aims to prevent risky behaviors associated with drug production, trafficking, and consumption among children and adolescents who live in coca-producing areas. The second CEDRO proposal, Open Houses for Street Boys, Girls, and Adolescents in Peru, aims to provide attention and housing to boys, girls, and adolescents who live on the street and are considered to be at high risk of using drugs. Both proposals look to use integral methods to ensure sustainability of effort in the future.

Some questions to be answered during the course of the CEDRO proposal evaluations follow:

1. How widespread is the problem of street-child drug use in Lima and its outlying areas? How susceptible to drug use are children in coca-producing regions?
2. How does each proposal aim to assist each child on a day-to-day basis? What will be the nature of the interaction between CEDRO staff and children enrolled in each program?
3. What programs are already in place in Peru to combat the problem of child drug use? In what ways should proposed programs network with other government programs and nongovernmental programs already in operation?
4. In what ways do proposed programs look to use integral methods? In what ways do each proposal use different methods to best serve their target urban, peri-urban, or rural areas?
5. What experience does CEDRO, as a center, and proposed CEDRO staff bring to the problem of child drug use? How has CEDRO's past work mitigated the problem of child drug use?
6. What are the expectations of the proposed programs for the future? What future funding commitment will be needed to continue services?

7. How does CEDRO propose to monitor and report on the progress of each child enrolled in its programs? How will project sustainability be achieved?

C. Don Bosco

Salesian Missions, through the Don Bosco organization, submitted a proposal to the DCOF for a project called Assistance to Orphans and Displaced Children in Ayacucho, Peru. The project aims to help build a peaceful society in Ayacucho through enabling abandoned and displaced children to have access to comprehensive educational and preventive social services programs.

Some questions to be answered during the course of the Don Bosco proposal evaluation follow:

1. How widespread is the problem of orphaned and abandoned children in Ayacucho? Why should such a comprehensive program be placed in Ayacucho?
2. How does the Don Bosco proposal aim to assist each child on a day-to-day basis? What careers will vocation education programs offer? Is there a demand for these careers in and around Ayocucha?
3. What programs are already in place in Ayacucho to combat the problem of abandoned and displaced children? In what ways should proposed programs network with other nongovernmental programs and governmental programs already in operation?
4. What services will be provided for using any initial funding? How will funding demands and uses change as the project ages?
5. What experience does Don Bosco management and proposed project staff bring to the problem of abandoned and displaced children? How has Don Bosco's past work mitigated the problem of abandoned and displaced children?
6. How does Don Bosco propose to monitor and report on the progress of the children enrolled in its programs? How will project sustainability be achieved?

D. Methodology

Upon completion of the consultant's travel to the proposed program sites, a draft report will be prepared and submitted to USAID/Lima, CENTRO, and Don Bosco. A debriefing may take place in Lima before the consultant leaves Peru at the discretion of USAID/Lima. A final report, incorporating CENTRO, Don Bosco, and Mission responses to the draft report will be submitted to USAID/Lima, DCOF/Washington, CENTRO, and Don Bosco for publication and distribution.

DCOF Reference Documents

CEDRO. *Attention to High Risk Minors Who Live in State of Abandonment or Semi-Abandonment in Coca Producing Areas of Peru*. Proposal presented to Displaced Children and Orphans Fund. Lima, Peru: CEDRO, December 1998.

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John Burke. *Assistance to Orphans and Displaced Children*. Proposal to DCOF, USAID. Arlington, Virginia, 1999.

List of Contacts

USAID/Lima

Kristen Langlykke (accompanied to Ayacucho)
Alfredo Larrabure (accompanied to both CEDRO/ Tarapoto and Lima)
Elvira C. de Varillas (China)
Michael Burkly (accompanied to CEDRO/ Lima)

Don Bosco/Ayacucho

John Burke
Father William Cheres

María Auxiliadora/Ayacucho

Sr. Ana Chiape
Sr. Carmen
Sr. Cecilia Montero

CEDRO/Tarapoto

Enith Ruiz
Antonio Lara Ponce
director, pre-school program
Mothers Club members

AMRASEM/Tarapoto

(Municipal association of the San Martin Region)
Consuelo Rivero
Esau Hidalgo

“Unidas por la Vida”/Tarapoto

Group of 8 volunteers working in various communities with parent and youth groups.

CEDRO/Lamas city center

Jaime Rios Lopez, volunteer psychologist working with youth group
Group of 30 young people who do civic services on volunteer basis.

CEDRO/Wayku, Quechua-speaking indigenous center near Lamas

Luis Alberto Bruzzone Pizarro
Rubín Sangama
José Sangama Sangama
Luis Alberto Angulo Hidalgo

CEDRO/Lima

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