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# PERFORMANCE EVALUATION OF DEVIDA INSTITUTIONAL STRENGTHENING INTERVENTION (2018–2023): FID

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# ABSTRACT

The Institutional Strengthening of DEVIDA (2018–2023) project: (FID) funded by USAID and implemented by Chemonics International, acts mainly to support DEVIDA (the lead agency in the fight against drugs in Peru) to provide better services to citizens and to contribute to the improvement of public investment and family income in post-eradication areas of coca cultivation. FID performance evaluation is a mid-term evaluation and covers the period from 2018 to the first quarter of 2021, looking to assess the progress achieved analyzing the effectiveness, sustainability and impact orientation of the intervention. The evaluation questions seek to identify achievements, constraints, sustainability factors, lessons learned and successful practices, as well as challenges for the future. The methodology was based on an Appreciative Inquiry approach and contribution analysis, using qualitative methods. The evaluation team interviewed 107 stakeholders and performed a documentary, bibliographic, and database review. The findings reveal achievements in income improvement, an increase in the number of hectares cultivated with licit products, increases in public investment in the intervention area, a process of improvement in planning, monitoring, and procurement in DEVIDA, and improvements in management and access to funds of community organizations and local governments. The pandemic limited the project's activities; however, the targets set were achieved, and technical assistance to community organizations and local governments proved to be important for sustainability. The project faced the limitations of the public sector, high turnover of personnel, and limited resources from the state for investment projects. In the area of promoting gender equality and vulnerable populations, the project focused on regulations and the development of working tools.

# RESUMEN

El proyecto Fortalecimiento Institucional de DEVIDA (2018 – 2023) - (FID), financiado por USAID y a cargo de Chemonics Internacional, actúa principalmente en apoyo a DEVIDA (ente rector de la lucha contra las drogas en el Perú) para que brinde mejores servicios a los ciudadanos y contribuya con la mejora de la inversión pública e ingresos de las familias en las zonas de post erradicación del cultivo de coca. La evaluación de desempeño del FID, es una evaluación de medio término y alcanza el período 2018 – primer trimestre 2021, y plantea valorar los progresos alcanzados, analizando la eficacia, la sostenibilidad y la orientación hacia los impactos de la intervención. Las preguntas de evaluación buscan identificar los logros alcanzados, las limitaciones, los factores de sostenibilidad, las lecciones aprendidas y prácticas exitosas; así como los retos que se presentan en el futuro. La metodología tuvo un enfoque de indagación apreciativa y análisis de contribución, con un método principalmente cualitativo. Se entrevistaron a 107 actores y se hizo revisión documentaria, bibliográfica y de bases de datos. Los hallazgos revelan logros en mejora de ingresos, aumento de superficie con hectáreas cultivadas de productos lícitos, incrementos en inversión pública en la zona de intervención, un proceso de mejora en la planificación, monitoreo y compras en DEVIDA, y mejora en la gestión y acceso a fondos de las organizaciones comunitarias y gobiernos locales. La pandemia limitó las actividades del proyecto, sin embargo, se lograron las metas planteadas, y la asistencia técnica a organizaciones comunitarias y gobiernos locales mostró ser importante para la sostenibilidad. El proyecto enfrentó las limitaciones propias del sector público, la alta rotación de personal y la existencia de recursos limitados del Estado para los proyectos de inversión. En los temas de promoción de igualdad de género y población vulnerable se viene trabajando en la normatividad y elaboración de herramientas de trabajo.

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# ACRONYMS AND ABBREVIATIONS

DAIS	Comprehensive and Sustainable Alternative Development
DEVIDA	National Commission for Development and Life without Drugs
DPM	Directorate for Promotion and Monitoring
DS	Supreme Decree
GL	Local Government
GORE	Regional Government
ICI	Institutional Capacity Index
SCI	Social Capital Index
JDC	Community Boards
JVC	Neighborhood Community Councils
MD	District Municipality
MEF	Ministry of Economy and Finance
MP	Province Municipality
OPMI	Multi-Annual Investment Programming Office
PCM	Presidency of the Council of Ministers
ISP	Institutional Strategic Plan
PIA	Opening Institutional Budget
PIM	Modified Institutional Budget
PIRDAIS	Integral and Sustainable Alternative Development Budget Program
PIP	Public Investment Project
PMI	Multi-Annual Investment Program
PNCD	National Drug Policy
IOP	Institutional Operational Plan
PORI	Multi-Annual Operational Plan for Institutional Strengthening of DEVIDA (2018-2020)
PP	Budget Program
PRDC	Concerted Regional Development Plan
OFR	Organization and Functions Regulations
SE-CMAN	Executive Secretariat - High-Level Multisectoral Commission in charge of peace, collective reparation and national reconciliation
SERVIR	National Civil Service Authority
SIGA	Integrated Administrative Management System
SIMDEV	DEVIDA Monitoring System
SNIP	National Public Investment System
USAID	United States Agency for International Development
VEO	Valoración del Estado Organizacional (Organizational State Valuation)
VRAEM	Valley of the Apurímac, Ene, and Mantaro Rivers



# EXECUTIVE SUMMARY

## EVALUATION PURPOSE AND QUESTIONS

The project “Institutional Strengthening of DEVIDA”: FID (2018–2023) is an activity funded by USAID and is managed by Chemonics International. It seeks to strengthen DEVIDA's capacities to achieve a management that improves services to citizens in post-eradication areas, improving public investment and family income. The project is developed considering DEVIDA's objectives and its comprehensive and sustainable alternative development model (DAIS, by its Spanish initials) to address illicit coca cultivation.

The performance evaluation of the activity “Institutional Strengthening of DEVIDA (2018–2023): FID” is mid-term and covers the period from 2018 to the first quarter of 2021. The purpose of the evaluation is to assess the progress achieved in such strengthening, analyzing the effectiveness, sustainability and whether the intervention is on track to significantly contribute to the desired outcomes.

The evaluation questions are as follows:

1. To what extent is FID achieving its objectives?
2. To what extent is FID generating sustainable changes among the final beneficiaries?
3. Has FID promoted gender equality and inclusion?
4. What lessons learned can be identified from FID implementation?
5. What good practices can be identified for replication or expansion in other areas?

## METHODOLOGY

The evaluation had an Appreciative Inquiry and contribution analysis approach. It was predominantly a qualitative evaluation, using in-depth interviews, documentary analysis, and statistical analysis of DEVIDA's survey databases. A total of 107 people were interviewed, 35 percent of whom were women. The scope of the evaluation included Lima, Huánuco, San Martín, Ucayali, Pasco, Junín and the Valley of the Apurímac, Ene, and Mantaro Rivers (VRAEM). The evaluation covered the period from July 2018 to March 2021.

## FINDINGS

### To what extent is FID achieving its objectives?

1. Between 2018 and 2021, public investment increased by 85.7 percent and the income of families in the intervention area increased by 9.6 percent, from 14,570 to 15,971 Nuevos Soles as annual average.
2. Between 2018 and 2021, the number of families that benefited from post-eradication activities carried out by DEVIDA increased.
3. Between 2018 and 2021, no new hectares of alternative crops installed are observed.

4. The planning, monitoring, purchasing, and acquisition processes supported by FID generated initial changes in DEVIDA's institutional performance.
5. DEVIDA's coordinating role for the design and implementation of policies and the Comprehensive and Sustainable Alternative Development (DAIS) intervention model shows significant progress in the development of its instruments for DEVIDA, local governments, and community organizations.
6. Significant progress has been made in strengthening the capacities of local governments to provide a wider range of services and generate local development.
7. The implementation of FID activities was limited by the high turnover of DEVIDA and local government personnel and the limited number of personnel specialized in public projects.
8. Despite improvement in the quality of local government projects, there are budgetary limitations to finance them through PIRDAIS and there is high competition to include them in the Multi-Annual Investment Program.
9. The FID team's experience in alternative development has been a key factor in the implementation of its activities.
10. FID achieved its goals for the first quarter of 2021 despite the delays caused by the pandemic.

#### To what extent is FID generating sustainable changes among the final beneficiaries?

11. Changes generated by FID's support to the DEVIDA beneficiary are contributing to better management of planning, budgeting, monitoring, and contracting.
12. The changes generated by FID's support among the final beneficiaries, local governments, are contributing to generate sustainable changes in local public management based on improvements in fundraising capacities, budget management and PIP execution, which makes the DAIS model sustainable.
13. The ongoing training of local government officials to develop quality technical files and permanent use of the public sector financial administrative management system are factors that contribute to the sustainability of municipal strengthening.
14. Community organizations improved their organizational and project development capacities to improve their income.

#### Has FID promoted gender equality and inclusion?

15. FID carried out actions for the institutional strengthening of DEVIDA in the promotion of gender equality, but they were focused on the main office level and on the generation of work tools.
16. FID worked with DEVIDA to institutionalize the intercultural approach and the inclusion of ethnic variables in its work tools. No work for the promotion of the inclusion of people with disabilities, Afro-Peruvians, and LGBTIQ people has been identified.

#### Other findings

17. The theory of change is consistent in the linking of results to achieve the objectives, especially in components 1 and 2 and partially in component 3.

## LESSONS LEARNED

1. **FID's proactive action with operational facilities to hire specialists and ad hoc technical assistance consultancy services for DEVIDA, local governments, and community organizations was a key factor in strengthening these organizations through improvements in their institutional capacities and for the benefit of DAIS.** In the public sector, contracting for consultancy services and specialized technical products involves a slower maturation process than in the private sector, which is why FID was able to meet DEVIDA's technical needs in a timely manner due to the agility of its administrative processes. FID's agility was important in the technical assistance developed since it was able to provide the prioritized local governments and community organizations with the required technical assistance.
2. **The permanent presence of municipal facilitators is of utmost importance to strengthen administrative management, human resources training, and the formulation of investment projects in local governments.** In future interventions to strengthen local governments, it is important that facilitators have a profile such as the one provided by FID, with solid knowledge in municipal management and PIP, as well as good political and management skills to overcome the contradictions and limitations existing in the municipalities, increase credibility and address the need for better management.
3. **In order to strengthen DEVIDA in terms of gender equality, a medium- or long-term process is required, considering greater awareness raising and training of officials and personnel.** A single virtual training is positive, but it is insufficient to achieve a change in the attitude of DEVIDA's officers and personnel that has an impact on the target population, which is why gender mainstreaming is necessary in all internal activities and services provided by the institution.
4. **Working on gender equality and intercultural approaches simultaneously proved to be a good strategy for DEVIDA.** A difficulty in implementing the gender equality approach in DEVIDA was the reluctance of the institution's officials and personnel. In view of this situation, FID presented the gender and intercultural approaches together, since the latter is more widely accepted and legitimized, which made it possible to begin work on mainstreaming the approaches.

## GOOD PRACTICES

1. **Preparation of “data sheets” for the procurement process of goods and supplies through reverse auctions.** The data sheets have technical specifications and prices of the goods and supplies to be acquired, which allows for greater transparency in DEVIDA's procurement processes and avoids claims with the resulting extension of procurement deadlines.
2. **Agroforestry-related projects as important initiatives of local governments in the area.** Some municipalities have previous experience with projects supported by DEVIDA in agroforestry and environmental management, so they can be replicated in other similar intervention areas, taking advantage of the practical knowledge gained and developing public investment proposals.
3. **The process of transforming cocoa production into chocolate, in the hands of associated women and in cooperatives, generates added value and profit.** These types of initiatives are acknowledged due to the management capacity that the cooperatives and associations of entrepreneurial women have been able to develop, which has been reflected in the

achievement of regional awards and participation in local markets with great potential for the international market. So, they can be used as a model to be replicated.

4. **Follow up on INVIERTE.PE investments and the incentive plans of the other local governments to identify funds and obtain municipal financing.** An important issue in the formulation and evaluation of investment projects is to have updated information on the implementation of other approved projects and other financing sources. This mapping can be replicated in the next interventions to strengthen municipalities.
5. **Measurement of indicators proposed by FID that include gender and interculturality in communities and municipalities.** FID has managed to include indicators related to gender and interculturality, both at the municipal level with the Institutional Capacity Index (ICI) and at the organizational level, with the Social Capital Index (SCI) of the organizations. This good practice could be extended to DEVIDA and other public-sector institutions.
6. **Design and implementation of software and cell phone application *Valoración del Estado Organizacional (VEO)* for community organizations.** It is an innovative proposal that has adopted the work done by USAID and DEVIDA in the last decade, whose updating has yielded good results, despite connectivity limitations, since it makes it possible to evaluate and project the development of community organizations. It is an important tool because it integrates socioeconomic axes and indicators of community organizational development. Other benefits include immediacy, self-diagnosis, and follow-up for organizational improvements.
7. **Monitoring and measurement as strengthened and legitimized practice within DEVIDA.** Measurement of the conditions of the Social Capital Index (SCI) of associations, of the evaluation of the organizational status of community organizations (VEO), of the Institutional Capacity Index (ICI) of municipalities, of the gaps in access to public services in municipalities, as well as of the funds obtained with public investment projects or business plans are practices that have allowed the strengthening of the monitoring and measurement logic in DEVIDA and its interventions, since indicators for diagnosis, monitoring, management and sustainability of the activity are measured systematically.

## CONCLUSIONS

1. Public investment in local governments increased due to the technical assistance provided by FID in the form of capacity building for officials in the management of project formulation and execution.
2. The income of families in DEVIDA's intervention areas with PORI increased due to the technical assistance provided by DEVIDA specialists in alternative crop production, with presence in the fields and delivery of minor equipment and inputs to producers, as well as the development of associativity and community organizations that improved their position to access public funds.
3. The increase in the number of families benefited by licit post-eradication activities is due, among others, to a very limited target design; it grew 281 percent more than the goal in 2019 and 286 percent more than the goal in 2020. Likewise, in 2020 compared to 2019, growth was 33 percent. The latter points to the existing difficulties in reaching new families given the COVID-19 pandemic, which is reflected in the additional costs per new family benefited in 2020.



4. The goals established to increase the number of new hectares of installed crops were not achieved, mainly due to the COVID-19 pandemic, which resulted in limitations in on-site technical assistance work in the field and limitations in the purchase of inputs and goods from DEVIDA's main office.
5. FID's strengthening of DEVIDA has led to improvements in strategic and operational planning, which contributed to the achievement of a National Drug Policy, a more coherent design of the PIRDAIS budget program, improvements in DEVIDA's information system and the preparation of data sheets for purchases.
6. FID's support has contributed to improving DEVIDA's articulating and coordinating role at the macro and micromanagement levels, strengthening DEVIDA's participation and coordination standards through PNCD 2030 and work with the population and municipalities intervened, asserting the policy toward the population's well-being and within a DAIS intervention model.
7. Improvements have been achieved in the municipal management of local governments prioritized by DEVIDA and strengthened by FID as technical assistance has included skills in improving the use of municipal management tools and especially evidenced in the improvement of PIP proposals, accessing competitive funds, and improving the implementation of such projects with a timeline methodology and management from the different areas of local governments.
8. Regulatory limitations and bureaucracy, which hinder the fluidity of the processes; the permanent change and turnover of officials, in addition to personnel with limited technical capacities in some local governments, have limited FID's smooth support.
9. The rules of public institutions that have not been adapted to the decentralization process limit DEVIDA's multisectoral work.
10. Given the competition among local governments to finance PIPs, the scarcity of resources in PIRDAIS, and the inclusion of projects in DEVIDA's Multiannual Investment Plan, PIPs generated by local governments in the intervention area that fail to gain funding may generate discouragement and unfavorable opinion toward DAIS.
11. FID has been able to overcome coordination and action problems caused by the pandemic, initially through remote work and later adapting semi face-to-face activities, thus achieving the programmed goals.
12. Generation of changes in community organizations and local governments that make the intervention and the DAIS model sustainable are mainly due to technical assistance, which generated organizational and management capacities, as well as capacities for the development of improvement plans, formulation and execution of public investment projects, as well as the experience of FID professionals, as evidenced by the participation and access to competitive funds obtained from public and private sectors.
13. Promotion of gender equality in the areas of intervention is in progress, with greater efforts being made to institutionalize the gender approach at DEVIDA's main office level through institutional strengthening and the development of working tools. However, the beneficiary population does not yet perceive the work on gender issues due to the focus of interventions at the main office level.
14. Inclusion of indigenous communities in the intervention areas has been achieved through progress in the institutionalization of the intercultural approach in DEVIDA; however, it has not yet had an impact on concrete actions or strategies for working with these populations.

The inclusion of people with disabilities, Afro-Peruvians and LGBTIQ communities is still a challenge.

15. FID's theory of change clearly presents results 1 and 2 focused on DEVIDA's ability to: (a) strengthen the internal management of this entity in different aspects of human resources, technical aspects, instruments, regulations, and key issues such as gender and interculturality; (b) strengthen community organizations and improve their relationship with local governments. Result 3 includes an inconsistent output and lacks an indicator.

## RECOMMENDATIONS

### FOR DEVIDA

1. Continue technical assistance to families, the delivery of inputs and minor equipment, the development of associativity and community organizations and promote access to public and private funds; expand associativity and community organization in terms of number of members to generate greater competitiveness and economies of scale to the extent that this strategy generates income for families in post-eradication areas.
2. Improve the planning of the number of new beneficiary families according to budgetary possibilities and organizational capacity to provide them with technical assistance and minor equipment and inputs.
3. Evaluate the goals established regarding the number of hectares of crops installed within the framework of the current pandemic, in accordance with the budgetary possibilities and the technical teams necessary to fulfill them.
4. DEVIDA's senior management should develop binding strategies with other public and private actors to strengthen the institution's articulating and coordinating role in integral and sustainable alternative development actions, as well as the commitment toward concrete goals and activities to be developed as multisectoral program actions.
5. Have a team of specialists to continue strengthening the institutional capacities of local governments through technical assistance in post-eradication areas, to improve the proposals submitted to PIRDAIS, municipal management and the formulation and execution of public investment projects.
6. Consider gender equality, interculturality and inclusion approaches as cross-cutting issues in all technical, productive and economic activities carried out by DEVIDA, rather than as separate aspects of its activities and management.
7. Evaluate the relevance of adopting the instruments, processes, and tools developed by FID.

### FOR USAID AND FID

8. Continue the strategy developed by FID to strengthen the capacities of officials in the formulation and execution of public investment projects, where DEVIDA assumes a greater role in this task along with the National School of Public Administration of the National Civil Service Authority.
9. Systematize DEVIDA's capacity strengthening model, so as to achieve institutional capacities to manage planning, monitoring, acquisition, and procurement; training should continue to be an important tool for strengthening the aforementioned institutional capacities. In addition,

the improvement of human resources and human resources hiring processes should be prioritized.

10. Continue providing technical assistance to develop data sheets for purchasing through reverse auctions, in addition to strengthening institutional and human resource capacities in procurement management, identification of needs and actions that develop procurement standards, with greater involvement of all levels of procurement management.
11. Develop a repository of good practices at the level of the local governments, which will compile the progress achieved in service management and project quality, so that other local governments can improve municipal management and their PIP proposals.
12. Continue and expand actions aimed at generating changes in community organizations.
13. Systematize the technical assistance actions provided by FID to community organizations so that DEVIDA can gather experiences, instruments, processes, and tools to be applied in PIRDAIS areas other than post-eradication areas.
14. Seek greater and better links with financial entities to strengthen work with organizations.
15. Distinguish and understand the different social dynamics and gender relations within the populations in the intervention areas (settlers, natives, indigenous communities) to adjust action strategies to their situation and expectations.
16. In FID's theory of change, result 3, linked to "improving the capacity of national and subnational governments to respond to the demand for services and local economic development," includes an output related to achieving changes among citizens in order for them to "monitor the adequate use of resources and investment projects," which requires adequate detail and including an indicator to establish the changes in the actor. In this regard, one alternative is for FID to have a clear strategy regarding the work that DEVIDA must conduct to make visible the actions of citizen oversight of the proper use of investment projects and resources; or consider the alternative of using a proxy indicator of DEVIDA's proposal in PIRDAIS on the perception of citizens in relation to the degree of oversight they manage to have of the proper use of resources and investment projects. In this context, its plausibility should be determined, especially because it should include actions, a budget, as well as assumptions at the level of key public sectors and regional governments.

# EVALUATION PURPOSE AND QUESTIONS

## PURPOSE

The performance evaluation of the activity “Institutional Strengthening of DEVIDA (2018–2022): FID” is mid-term and aims to assess the progress achieved in the institutional strengthening of the National Commission for Development and Life without Drugs (DEVIDA), analyzing its effectiveness and sustainability, as well as whether the intervention is on track to contribute significantly to the desired impacts. It identifies achievements, strengths, lessons learned and successful practices, as well as remaining challenges in order to improve interventions to achieve the objectives set. Develop recommendations for DEVIDA, USAID, and stakeholders to improve the performance of interventions and for the design of future activities.

**Evaluation objectives**

- a) Assess the level of achievement of FID’s objectives considering success factors and limitations.
- b) Identify possible changes generated by FID at the different levels and groups in which it intervenes and their sustainability.
- c) Identify lessons learned and good practices from interventions for replication or expansion.
- d) Provide recommendations for the different stakeholders involved in the evaluation.

The evaluation period for the activity “Institutional Strengthening of DEVIDA (2018–2022): FID” is from October 2018 to March 2021.

## EVALUATION QUESTIONS

The questions that guided the evaluation were as follows:

Table 1: Evaluation questions

QUESTION	SUB-QUESTION
1. To what extent is FID achieving its objectives?	1.1 Have the processes supported by FID (planning, monitoring, procurement, human resources) generated changes in DEVIDA's institutional performance at the national level and in the intervention areas (positive or negative)? 1.2 What progress has been made in strengthening DEVIDA's coordinating and articulating role in the design and implementation of policies and intervention models for integral and sustainable alternative development in the country and at the local level? 1.3 What progress has been made in strengthening the capacities of local governments to offer a wider range of services and generate conditions for local development? 1.4 What have been the main limitations or challenges faced by FID during implementation and what are the key success factors? 1.5 How has the COVID-19 pandemic affected the implementation of activities and achievement of goals (at the level of DEVIDA's main office and Zone Offices)? 1.6 Have any results not foreseen in the initial design of the activity been achieved?
2. To what extent is FID generating sustainable changes in the end beneficiaries?	2.1 Is there any evidence that FID has generated individual, community, or institutional change? 2.2 Has FID contributed to the achievements? 2.3 Has FID established lines of complementarity and synergies with interventions from other donors and the public budget? 2.4 Can sustainability factors regarding the results obtained be identified?
3. Has FID promoted gender equality and inclusion?	3.1 To what extent is the empowerment of women in productive, commercial, financial, political and community participation activities promoted (women participate in financial decision-making or negotiation, women hold leadership positions in organizations)? 3.2 Has FID promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, members of the LGBTIQ community)?
4. What lessons learned have been identified from the implementation of FID?	
5. What good practices can be identified for replication or expansion in other areas?	



# BACKGROUND

Peru is a coca producer and most of this production is illegal. The government entity in charge of the fight against drugs is the National Commission for Development and Life without Drugs (DEVIDA).

The Institutional Strengthening of DEVIDA (FID) project is funded by USAID and implemented by Chemonics International Inc. The project started at the end of 2018 and runs until 2023. The purpose is to achieve improvements in public investment and household income in post-eradication areas by strengthening Peruvian institutions, in particular DEVIDA, but also local governments and community organizations, so they are able to provide assistance to citizens so that they are able to give up coca cultivation. The initial USAID grant amount totaled US\$21.7 million (Contract 75052719C0001, 2018).

FID's intervention area includes post-eradication areas in the regions of Huánuco, San Martín, Ucayali, and Pasco. In 2019, the scope was extended to the districts of Río Tambo, Mazamari and Pangoa, in the Valley of the Apurímac, Ene, and Mantaro Rivers (VRAEM).

FID's support to DEVIDA has three objectives: (1) to strengthen DEVIDA's capacity to provide post-eradication assistance more effectively (without continued support from USAID), (2) to organize and empower post-eradication communities so that they define, advocate for, and implement social and economic development priorities, and (3) to improve the capacity of national and sub-national governments to respond to the demand for government services and facilitate conditions for local economic development in specific areas. Graph 1 shows the objectives and outputs.

Objective 1 activities are geared toward DEVIDA providing effective and sustainable post-eradication assistance by identifying specific needs based on consultations with DEVIDA personnel, carrying out an institutional reform process and strengthening DEVIDA's role as coordinator of national policies and programs for the replacement of coca by legal economies.

Objective 2 seeks to organize communities to define, promote, and implement economic and social development priorities. The intervention began with the identification of municipalities where social capital promotion activities were developed, considering DEVIDA's previous work with the Neighborhood Community Councils (JVC), other partners that promote civil society participation and past interventions by USAID or another international donor. These activities were carried out through direct technical assistance by the project team or specialized consultants and subcontractors.

Objective 3: National and sub-national governments respond better to the demand for services and facilitate conditions for local economic development in specific areas. To this end, focused diagnoses of municipalities are initiated to identify local limitations to economic and social development, with special emphasis on alleviating existing gaps, to increase public investment and improve living standards in post-eradication areas. A priority of this component is the promotion of knowledge and application of MEF guidelines for the identification of priorities, development and investment planning, and the preparation of requests and implementation of public investment programs to reduce social and economic gaps in targeted municipalities.

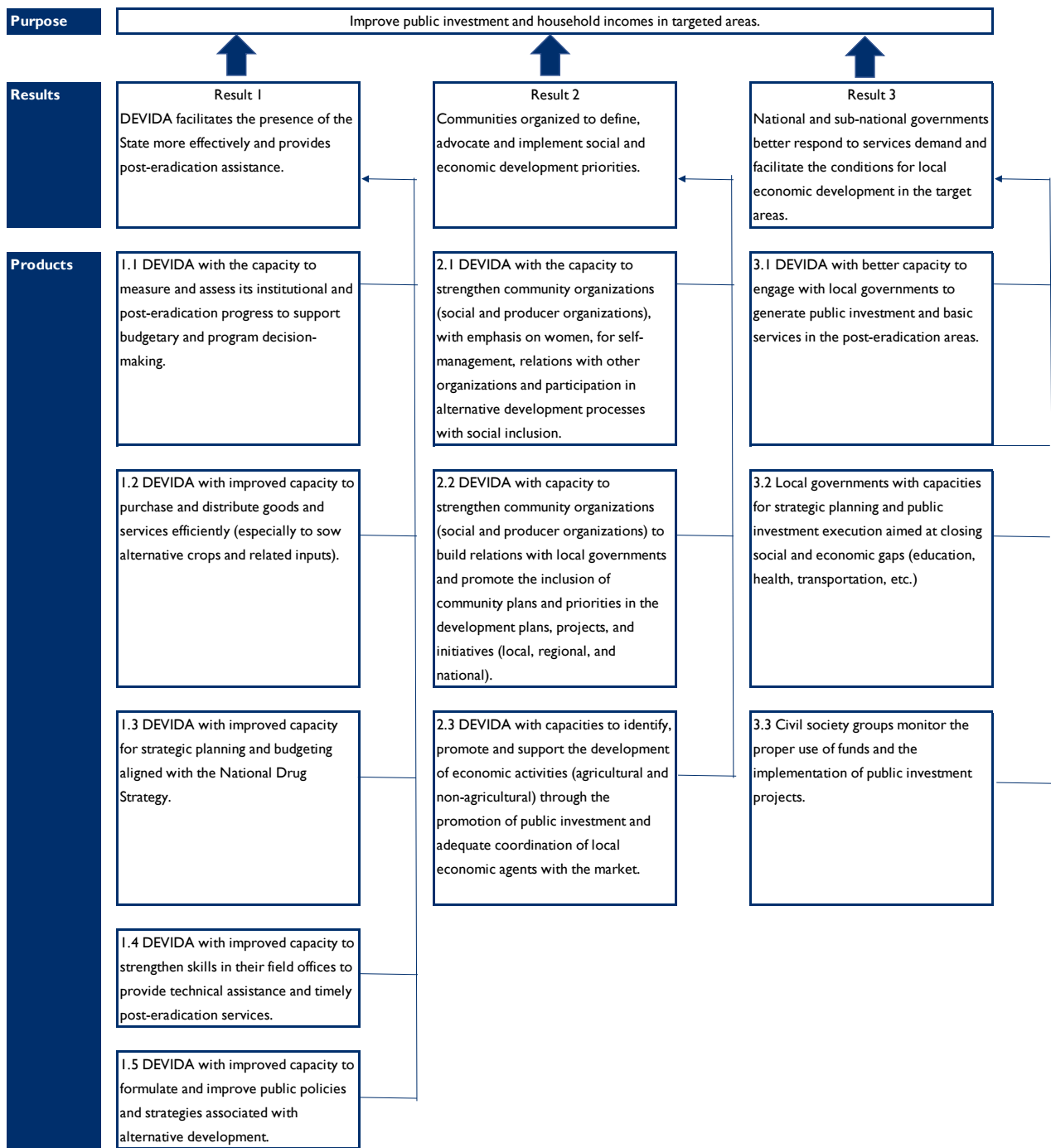
Another modality of USAID support to DEVIDA is through budgetary support, which is expressed in the Multi-Annual Plan for Institutional Strengthening (PORI), which is an intervention that expects to achieve a substantial increase in the value of licit activities in the areas selected for alternative

development, both in absolute terms and in relation to the value of coca production (DEVIDA, Planning and Budget Office, 2020a).

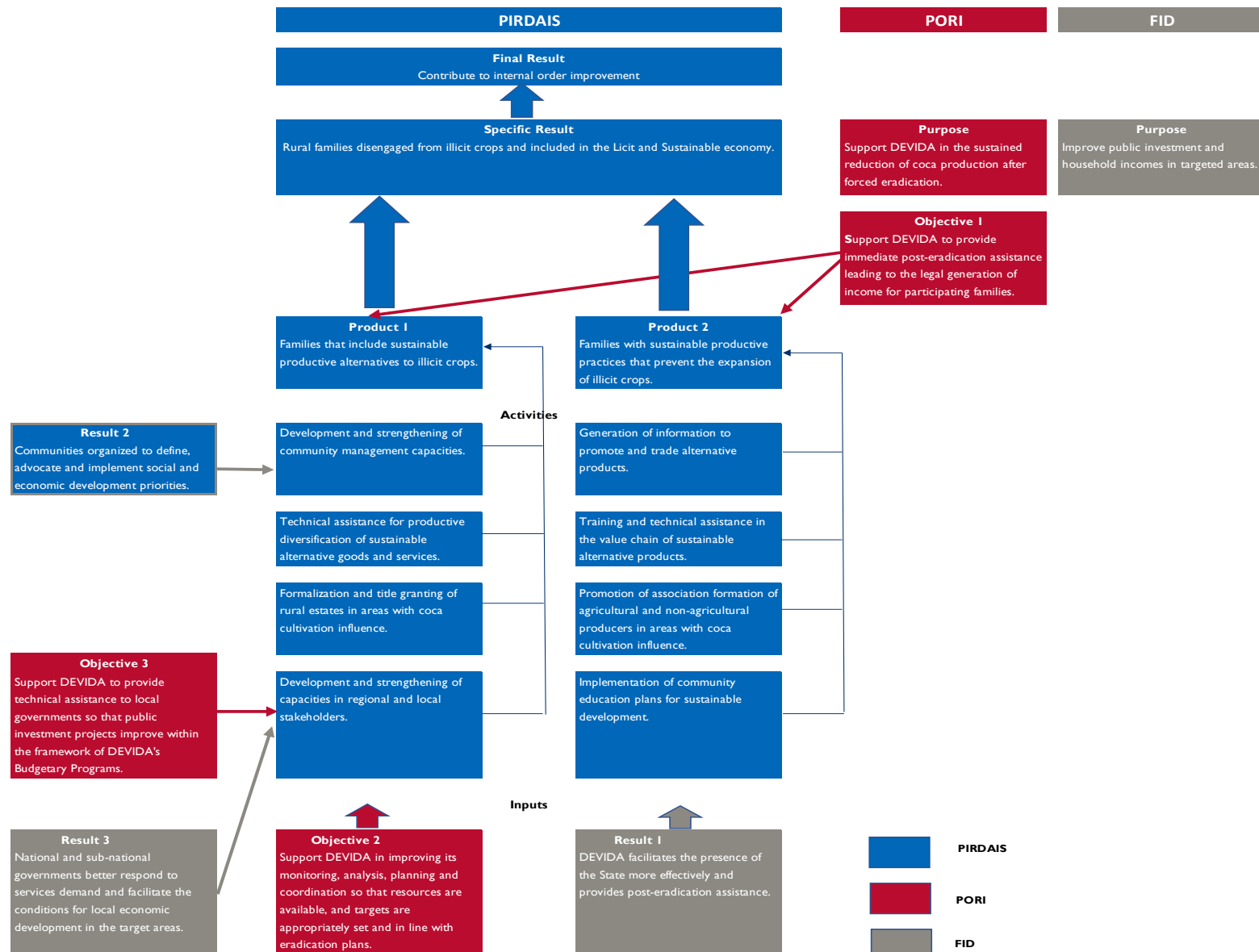
Both interventions are framed within the objectives of DEVIDA, which, as the lead agency in the fight against drugs in Peru, is pursuing a comprehensive and sustainable alternative development model (DAIS) to address illicit coca cultivation. Thus, it has a Budgetary Program for Comprehensive and Sustainable Alternative Development (PIRDAIS) that seeks to move away rural families from illicit crops and integrate them into the legal and sustainable economy, through the progressive transformation of the socioeconomic matrix of the areas affected by illicit crops and the strengthening of the institutional development of community organizations and local governments. PIRDAIS is characterized for its multisectoral nature, as it includes the territorial promotion and execution of regional and local governments in close cooperation with sectors linked to development.

Graph 2 shows the relationship between the DEVIDA-PORI and FID interventions and PIRDAIS. This evaluation focuses on the FID intervention.

Graph 1: FID objectives and activities



Graph 2: Relationship of USAID interventions with PIRDAIS



# EVALUATION METHODS AND LIMITATIONS

The evaluation had an Appreciative Inquiry approach (Muga Laredo, 2014) because it was based on an appreciation of the strengths of the intervention, envisaging what it could become. It seeks to innovate from what is already in place. It also had a contribution analysis approach (Mayne, 2001) because it analyzed the chain of results and the theory of change with evidence from results and explanations to build the performance history.

Map 1: FID evaluation scope

The study design had four stages:

1. Preliminary process: creating an overview of the intervention (objectives and activities), considering foreseeable delays due to the context of the COVID-19 pandemic, and therefore specifying procedures that would allow for the health security of key evaluators and informants for the execution of the evaluative activities. With this and the proposed evaluative approaches, the evaluation team planned to develop a mainly qualitative method.
2. Implementation: included document review, identification of participating stakeholders and institutions, development of information collection instruments.
3. Analysis of information based on triangulation and/or integration of multiple perspectives gathered from interviewed stakeholders and secondary information. Also, a theory of change analysis was conducted to evaluate the logical causal consistency of the activity. This analysis was complemented with a descriptive statistical analysis aimed mainly at examining the effectiveness of the activity.
4. Report drafting based on the evaluation questions and issues.



The scope of the evaluation included Lima (where DEVIDA is located) and the post-eradication areas where the activity is carried out (Huánuco, San Martín, Ucayali, Pasco, and Junín), as well as the VRAEM.



# DATA COLLECTION TECHNIQUES AND TOOLS

The data collection techniques for this evaluation were as follows:

**Document review:** Information from secondary sources was organized to analyze the context and development of the activity from a historical perspective. A list of the documents reviewed can be found in the [Bibliographic References](#) section.

**Database analysis:** It was generated by the FID and by the PIRDAIS 2018 and 2020 Evaluations. This is intended to generate information and statistical analysis for the study.

**In-depth interviews:** They were used to collect the accounts of the stakeholders involved in the activity. Individual and group interviews were conducted online or by telephone. A list of the stakeholders interviewed can be found in [Appendix E](#).

The data collection tools were as follows ([Appendix C](#) contains the guides):

1. Interview guide for DEVIDA officials
2. Interview guide for FID officials
3. Interview guide for DEVIDA's Zonal Office officials
4. Interview guide for local government officials
5. Interview guide for representatives of associations, organizations, or community leaders
6. Interview guide for producers

## SAMPLE

For sample selection, all stakeholders involved with FID (beneficiaries, institutions, and organizations) were mapped. In the case of institutions, key actors were identified (DEVIDA officials from the directorates involved in the activity, managers, and technical teams from all Zonal Offices in the area of intervention, as well as the technical team of the activity “Institutional Strengthening of DEVIDA” - FID).

In the case of local government stakeholders and beneficiaries (producers, community and producer association leaders), a random sampling was carried out based on the stakeholder databases provided by DEVIDA. In this case, the sample was proportional to the intervention population according to the districts with FID intervention, the number of beneficiaries per intervention area, participation of women, participation of organizations and local governments.

The team conducted 67 interviews; 110 people were interviewed. It should be noted that in some cases it was necessary to re-interview stakeholders in order to clarify and fine-tune some issues. Of the total number of interviewees, 35 percent were women and the remaining 65 percent men.

Table 2: Number of people interviewed, by type of stakeholder, place, or region

STAKEHOLDERS INTERVIEWED	ZONAL OFFICES						TOTAL
	LIMA	LA MERCED	PUCALLPA	SAN FRANCISCO VRAEM	TARAPOTO	TINGO MARÍA	
DEVIDA officials	20						20
DEVIDA Zonal Office specialists		4	2	3	3	11	23
Local government officials		3	12	3	3	3	24
FID officials	19						19
Producers		3	4	3	2	3	15
Producer association leaders		2	1	1		3	7
Cooperative leaders			6		2	1	9
Community leaders				1			1
<b>Total</b>	<b>39</b>	<b>12</b>	<b>25</b>	<b>11</b>	<b>10</b>	<b>21</b>	<b>118</b>
People interviewed twice							11
<b>Total number of people interviewed</b>		<b>12</b>	<b>25</b>	<b>11</b>	<b>10</b>	<b>21</b>	<b>107</b>

## STRENGTHS AND LIMITATIONS

One of the strengths of the methodology applied is that it analyzes the activity as an organization, based on the search for past achievements and the systematic discovery of what is more effective and sustainable, asking questions to provide the possibility of learning and examining the activity's positive potential for change.

The use of qualitative and quantitative information is also a strength of the methodology, as it has allowed for triangulating information, verifying the convergence between different sources of information, and thus minimizing the limitations of research. The data sources were complementary and verified against each other, providing rich and comprehensive information for the achievement of the evaluation's objectives.

Limitations were linked to the collection of information because the interviews were conducted through the use of the cell phone or through video calls on platforms such as Zoom and Google Meet due to the pandemic, which made the information collection process slow. The limitations are as follows:

- Tracking producers and leaders was challenging because they could not be reached using the telephone numbers recorded in the databases. Many of the producers do not have telephones and provide the numbers of relatives. In addition, many producers live or work in areas where there is no telephone or Internet signal. People who had access to a telephone and signal did not answer calls from unknown telephone numbers. Faced with this situation, the evaluation team sought assistance from the technical teams of DEVIDA's

Zonal Offices to coordinate interviews with producers so that they would be expecting the calls and move to areas with better signal.

- The turnover of authorities or officials in local governments prompted the evaluation team to make arrangements to contact officials who work or worked during the evaluation period.
- Prior to data collection, DEVIDA was audited by the Comptroller General's Office and went through a government transfer process, which caused delays in contacting officials and professionals and generated some distrust regarding the evaluation. This situation caused some delays in coordination and access to the Zonal Offices. However, this situation could be overcome, and officials provided extensive information and were willing to help.

Despite these limitations in the collection of information, the validity of the evaluation results was not affected; given the experience of the evaluation team in the intervention areas and the support from secondary information sources, it was possible to triangulate and cross-check the accounts and thus provide evidence for the findings.

# CONTEXT

## ECONOMIC GROWTH AND POVERTY SITUATION

Until 2018, Peru experienced high economic growth. The average annual percentage variation of the Gross Domestic Product per capita in the 2001-2010 decade was 4.3 percent, the highest in the previous 90 years, despite the 2008 world crisis. In the 2011-2018 period, the annual per capita rate averaged 3.2 percent, the second highest in the last 100 years. This growth was mainly driven by domestic demand, particularly by the expansion of private consumption, the increase in private investment, the momentum of the mining and services sector resulting from the favorable international economic environment (with high growth rates and high prices for our main export products) and, domestically, within an environment of confidence among agents, a macroeconomic environment of price stability, credit growth and prudent management of public spending (Central Reserve Bank of Peru, 2020), (Central Reserve Bank of Peru, 2019), (Ministry of Economy and Finance, 2018).

The growth achieved in the last decades allowed for a gradual decrease in monetary poverty in Peru. As of 2018, poverty comprised 20.5 percent and extreme poverty 2.8 percent of the population (Central Reserve Bank of Peru, 2020). However, differences remain in the poverty situation when comparing the urban and rural population, as well as among natural regions. In 2020, due to the COVID-19 pandemic, poverty increased to 30.1 percent of the Peruvian population, with rural areas being the most affected (45.7 percent of the population was poor). Broken down by geographic area, the rural highlands (50.4 percent) and the rural jungle (39.2 percent) show the highest poverty rates. See Table 3.

Table 3: Population living in monetary poverty, by geographic area, 2010 - 2020 (as percentage of total population)

GEOGRAPHIC AREA	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
<b>Total</b>	<b>30.8</b>	<b>27.8</b>	<b>25.8</b>	<b>23.9</b>	<b>22.7</b>	<b>21.8</b>	<b>20.7</b>	<b>21.7</b>	<b>20.5</b>	<b>20.2</b>	<b>30.1</b>
<b>Area of residence</b>											
Urban	20.0	18.0	16.6	16.1	15.3	14.5	13.9	15.1	14.4	14.6	26.0
Rural	61.0	56.1	53.0	48.0	46.0	45.2	43.8	44.4	42.1	40.8	45.7
<b>Natural region</b>											
Coast	19.8	17.8	16.5	15.7	14.3	13.8	12.8	14.4	13.5	13.8	25.9
Highlands	45.2	41.5	38.5	34.7	33.8	32.5	31.7	31.6	30.4	29.3	37.4
Jungle	39.8	35.2	32.5	31.2	30.4	28.9	27.4	28.6	26.5	25.8	31.0
<b>Geographic area</b>											
Urban coast	23.0	18.2	17.5	18.4	16.3	16.1	13.7	15.0	12.7	12.3	22.9
Rural coast	38.3	37.1	31.6	29.0	29.2	30.6	28.9	24.6	25.1	21.1	30.4
Urban highlands	21.0	18.7	17.0	16.2	17.5	16.6	16.9	16.3	16.7	16.1	27.0
Rural highlands	66.7	62.3	58.8	52.9	50.4	49.0	47.8	48.7	46.1	45.2	50.4
Urban jungle	27.2	26.0	22.4	22.9	22.6	20.7	19.6	20.5	19.3	19.0	26.3
Rural jungle	55.5	47.0	46.1	42.6	41.5	41.1	39.3	41.4	38.3	37.3	39.2

Source: National Statistics and Information Institute - National Household Survey

## COCA PRODUCTION

In this context, one of the country's major problems is organized crime and drug trafficking, with illicit coca leaf cultivation becoming an important input in the production chain. Peru is one of the countries with the highest production of coca and cocaine drugs in the world, with production distributed in the national and international market (CEDRO, 2017).

According to the National Drug Policy to 2030, the public problem that is addressed by the fight against drugs in Peru is the existence of “The damage caused to strategic areas and vulnerable populations in the country by illicit crops, illicit trafficking and drug use” (Presidency of the Council of Ministers - DEVIDA, 2020). This formulation allows for a specific approach to the complex economic dynamics of the drug markets in the country, mainly the cocaine market, and emphasizes the association between illicit crops, illicit trafficking, and drug consumption, as well as the damage caused by this association in strategic areas and vulnerable populations.

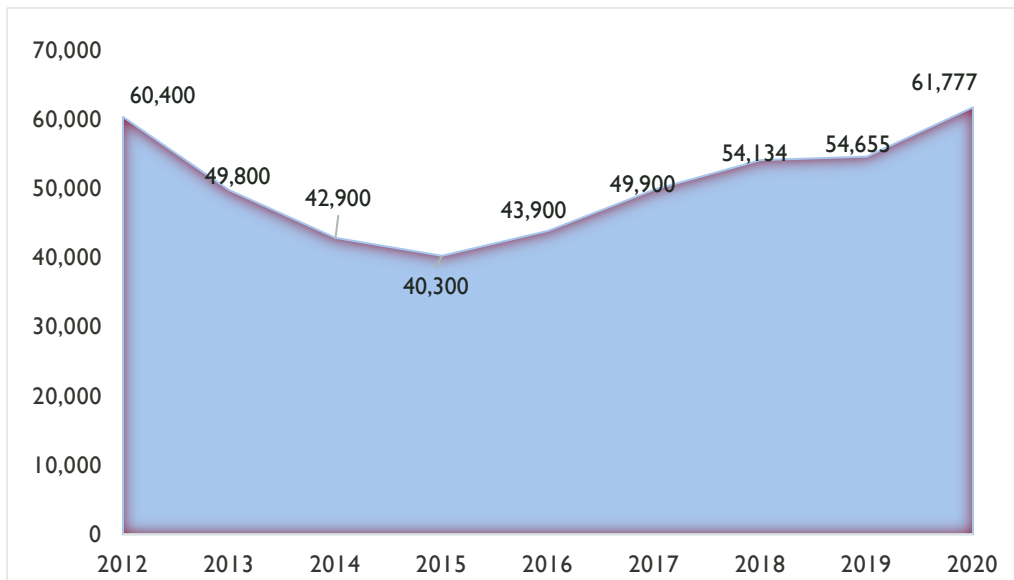
On the other hand, regional and local governments are overwhelmed by the problems of illegal crops and drug trafficking. The Concerted Regional Development Plan or Concerted Local Development Plan (PDRC or PDLC) identify this difficult situation as being caused by unexpected events. (Regional Government of Ayacucho, 2016). There are major differences between the aforementioned plans to reduce coca production areas or improve conditions in post-eradication areas for other types of production. In its PDRC, the San Martin region has the best approach and goals regarding the issue, as it includes the issue of illicit production and proposes actions to address it. In the case of Junín, it relates extreme poverty, narcoterrorism, and the lack of citizen security in rural areas with areas with a coca economy, such as the VRAEM, and seeks to include nine deconcentrated centers. In Huánuco, it mentions coca and soil recovery. Pasco detects informality and even the expansion of coca into indigenous communities and Non-Protected Areas (NPA). However, it is only stated as a problem and no alternative solution is presented. Finally, in Ucayali there is no reference to this issue or to lack of citizen security. In addition, there is evidence of the appearance of pro-coca cultivation leaders or authorities that generate mistrust among producers regarding DEVIDA's work (Regional Government of San Martin, 2015), (Regional Government of Junín, 2018), (Huánuco, 2016), (GORE-PASCO, 2016), (Regional Government of Ucayali, 2015).

With regard to coca leaf cultivation, it is particularly important to bear in mind that the Peruvian government values and defends coca leaf for traditional consumption and industrial uses. However, when it is used within an illicit production system, a series of activities ensue that causes damage, which is why control measures are deployed. For this reason, in order to control the damage generated by drug markets, the state intervenes in the supply chain, so that the damage generated in each link can be offset (Presidency of the Council of Ministers - DEVIDA, 2020).

In Peru, coca leaf cultivation expanded to 61,777 hectares in 2020. Looking back in time, coca leaf cultivation has shown an increasing trend since 2015. The crops have spread toward natural protected areas and their buffer zones, also affecting indigenous communities. This situation can be explained by the balloon effect “which is a displacement of crops from one area to another, thanks to the pressure on one area (constant eradication) generating a decrease of its illicit use crops, and an increase of cultivated hectares in a nearby area” (Romero Moreno & Silva Serna, 2009).



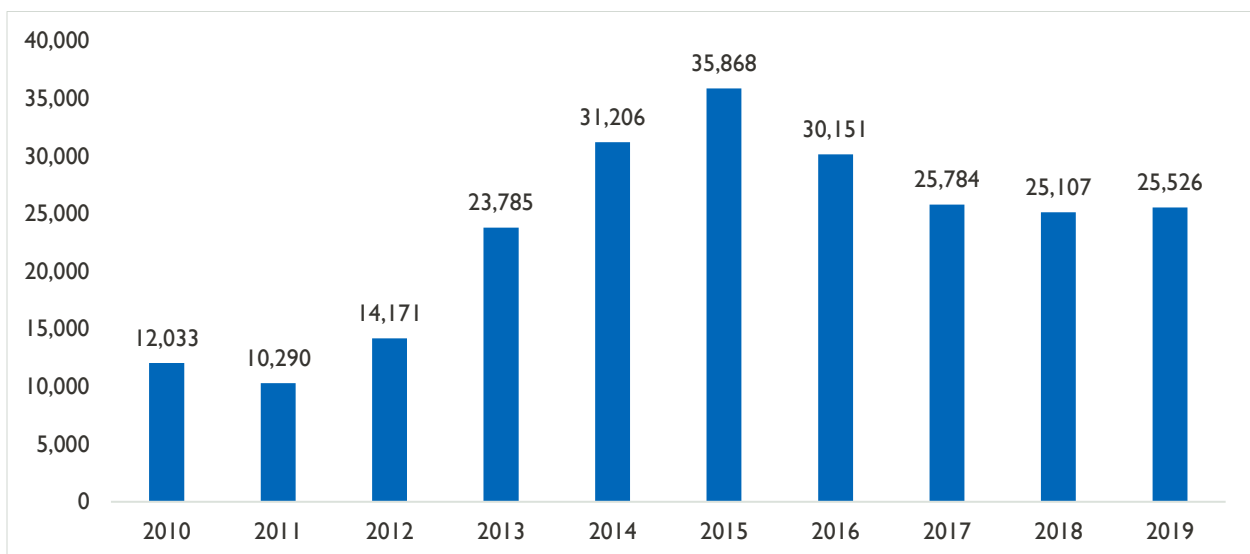
Graph 3: Area cultivated with coca in production (ha), 2012-2020



Source: [DEVIDA](#)

Due to the COVID-19 pandemic, the Special Project for Control and Reduction of Coca Crops in Alto Huallaga (CORAH) of the Ministry of the Interior was unable to achieve the annual coca leaf eradication goal (25,000 hectares). It only worked for three months and eradicated 6,272.80 hectares of illegal coca leaf in Huánuco, San Martín, and Ucayali. In addition, it should be noted that eradication in Peru has decreased in recent years, according to data from the Special Project for Control and Reduction of Coca Crops in Alto Huallaga (CORAH).

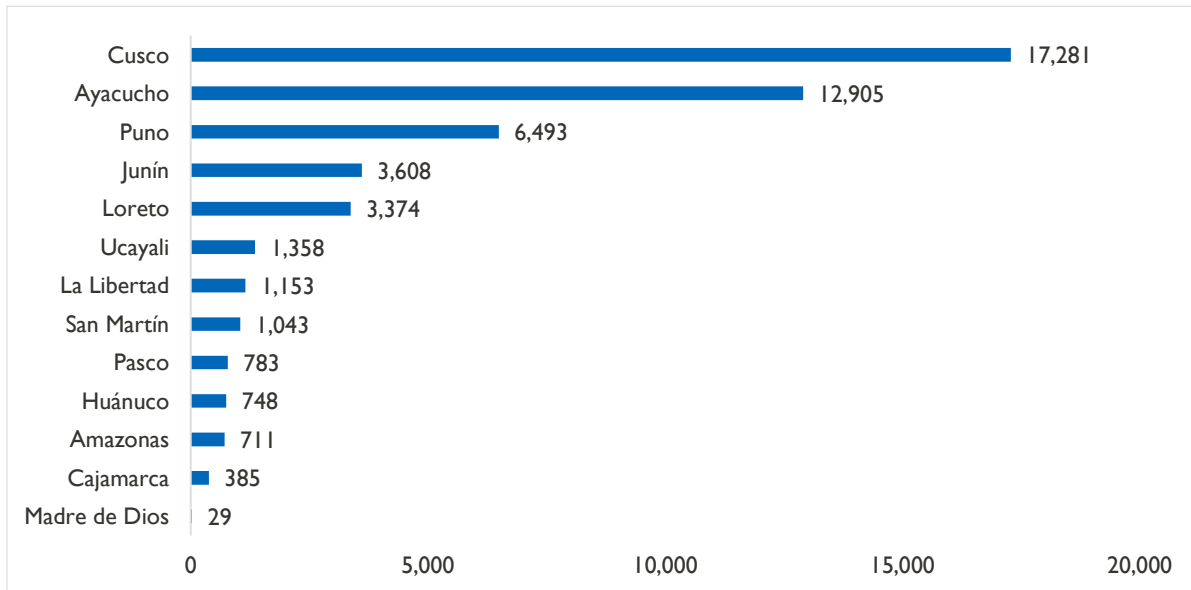
Graph 4: Area of coca cultivation eradicated in Peru (CORAH) 2010-2019, in ha



Graph 4 Source

In addition, if we examine coca cultivation by department, it can be seen that Cusco accounts for one third of Peru's coca cultivation, followed by Ayacucho and Puno (Graph 5). These three departments account for 73.5 percent of the country's coca cultivation.

Graph 5: Area with coca leaf cultivation (in ha) by department, 2017



Source: UNODC (2018a)  
Prepared by DEVIDA

There are several factors that account for the prevalence of illicit coca cultivation over licit coca cultivation:

- 1) The competitive disadvantage of licit value chains with respect to illicit ones due to the former's higher production costs, since adding value requires a considerable number of activities such as harvesting, maintenance, post-harvest, transportation, and sale within a framework of care for the environment to ensure their sustainability. Meanwhile, coca cultivation for cocaine is guided by a predatory logic without taking into account the environment, seeking the highest possible crop yields and higher income in a market with high prices for illicit crops.

A study conducted in San Martín points out the productive characteristics of licit crop farmers, including lack of knowledge of practices for planting in suitable areas and soils, subsistence crops, low productivity, lack of knowledge of phytosanitary practices, inefficient post-harvest management practices, and few projects to support field production, as well as few extension, training and technology transfer services, and little investment in agroindustry (with added value), in the face of climate change (droughts, prolonged rainfall and others). There is also a large percentage of producers who are not organized due to a lack of knowledge of the organizational advantages, in addition to the existence of organizations with fragile and weak actions, with few internal services; fragile commercial relations between producers and trading companies, with few corporate sales practices, which means that producers do not organize their supply (volume, quality, opportunity) to secure markets and obtain better prices, as well as limited knowledge of financing and credit markets (Agricultural Productivity Directorate (DPA) & Martín-DRASAM, 2016).

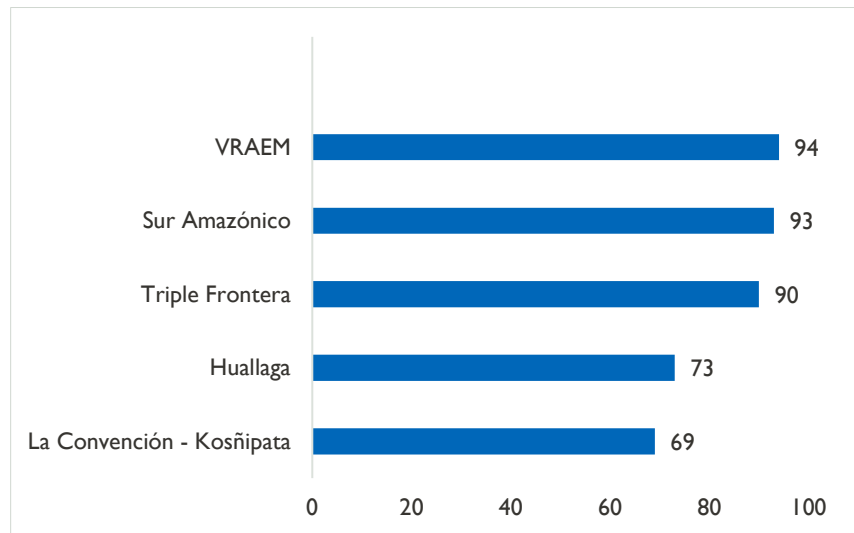
In this sense, taking the anti-drug model applied in San Martín and Huallaga focused on the transformation of the local economic matrix from an economy based predominantly on the illicit cultivation of coca leaf to an economy supported by licit value chains, an intervention strategy is proposed that implies a social and economic development of the populations with alternative production, access to national and international markets and, thus, a better standard of living in harmony with the environment.

- 2) Another determining factor is the gaps in infrastructure, as well as public and socioeconomic services in areas of illicit drug production; consequently, illicit coca production occurs in sites where there is a wide gap regarding infrastructure and public services. A general overview of the different socioeconomic gaps (road area, access to drinking water and sanitation, access to health services) shows the limited availability of public services in these areas (Presidency of the Council of Ministers - DEVIDA, 2020) which makes interventions to contain production more complex.

As mentioned, the incidence of poverty in rural areas is higher than in urban areas. Also, in the rural jungle where coca leaf is grown, poverty is higher than the rural average, despite its decrease. This situation is aggravated in areas with illicit drug production, where more than two thirds of the population live in poverty (see graph below).

*Graph 6: Percentage of high-poverty districts in illicit drug production areas, 2018*

The damage associated with illicit coca leaf cultivation is related to security in the sense that there are (1) death threats and physical violence in indigenous communities due to land invasion, (2) damage to the economy related to economic dependence due to the high profitability of illicit crops and the involvement of labor in their production, (3) damage to the environment due to soil degradation and contamination, as well as deforestation of natural and protected areas and buffer zones, and (4) damage to governance due to social conflict at the local and regional levels.



Source: INEI (2020a)  
Prepared by DEVIDA Presidency of the Council of Ministers - DEVIDA, 2020)

A recent report describes the case of the Flor de Ucayali community in the district of Callería, which is home to 120 Shipibo-Konibo families and which, according to the Regional Forestry and Wildlife Directorate of Ucayali, has lost 240 hectares of its forests to such illegal activities (Peruvian Society of Environmental Law, 2021). Also, in 2020 six environmental advocates were murdered and violence in indigenous areas increased.

## COVID-19 PANDEMIC

A significant aspect in the context of the evaluated intervention is the COVID-19 pandemic, which led to a long lockdown in Peru in the first year. On March 15, 2020, the Peruvian government ordered a lockdown as a fundamental measure to avoid infection, which was extended to all areas of the economy, with serious consequences such as a decrease in GDP and the loss of more than 6 million jobs.

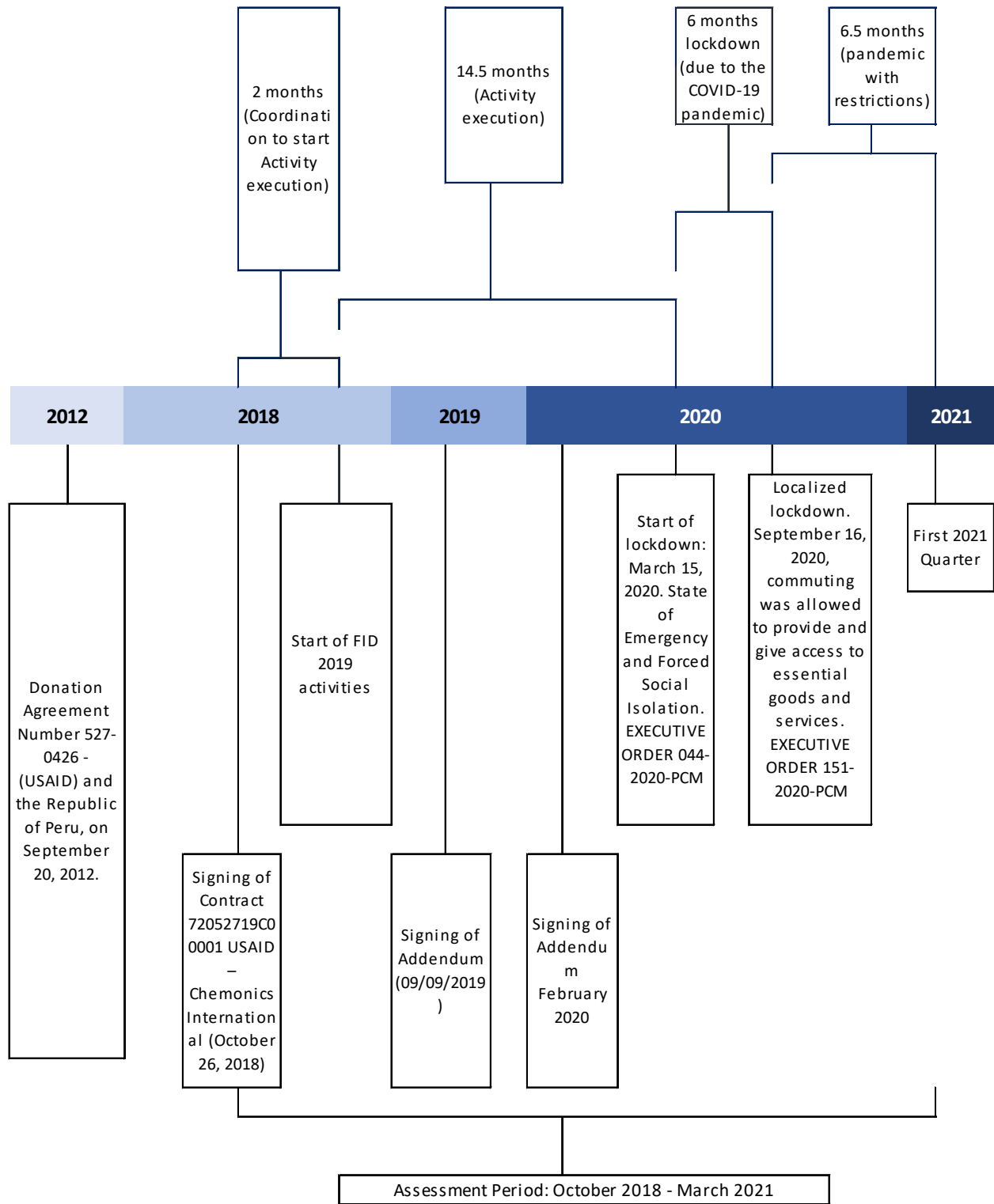
The pandemic affected coca cultivation since, faced by the lockdown, movement limitations across the country and the closing of borders, the international demand for cocaine could have decreased, which may prove the importance of external demand and the opportunity to strengthen licit businesses (Presidency of the Council of Ministers - DEVIDA, 2020).

The trends that characterize the current context indicate limitations to the development of licit activities, since the Peruvian economy is in the middle of a recovery process, the pandemic continues while the government is making efforts to improve the protection of the population through vaccines, and 73 percent of the working age population works in the informal sector (High Level Committee on COVID-19, 2021), the high number of youth who do not work or study, and the degradation of soils due to the use of chemicals. Also, there is an increase in criminal gangs and increased dynamics in cocaine demand and production.

## INTERVENTION TIMELINE

Before going into detail on the findings of this evaluation, the intervention should be placed in the context and period of the evaluation. As shown in the following timeline, the activity started in January 2019, following two months of coordination after the signing of the agreement with Chemonics in October 2018. Subsequently, there is an implementation period of 14.5 months that lasts until mid-March 2020, which is when the lockdown began, with movement restrictions and closure of economic activities. The following six months of 2020, activities are developed during lockdown, while the last six and a half months activities take place in the middle of the pandemic and its restrictions.

Graph 7: FID timeline



# FINDINGS

## TO WHAT EXTENT IS FID ACHIEVING ITS OBJECTIVES?

**Summary of findings:**

- *Between 2018 and 2021, public investment increased by 85.7 percent and the income of families in the intervention area increased by 9.6 percent, from 14,570 to 15,971 Nuevos Soles as annual average.*
- *Between 2018 and 2021, the number of families benefiting from post-eradication activities carried out by DEVIDA increased.*
- *Between 2018 and 2021, no new areas of alternative crops were established.*
- *Planning, monitoring, procurement, and acquisition processes supported by FID generated initial changes in DEVIDA's institutional performance.*
- *DEVIDA's coordinating role for the design and implementation of policies and the Comprehensive and Sustainable Alternative Development (DAIS) intervention model shows significant progress in the development of its instruments for DEVIDA, local governments, and community organizations.*
- *There has been significant progress in strengthening the capacities of local governments to provide a wider range of services and generate local development.*
- *Implementation of FID activities was limited by the high staff turnover in DEVIDA and local governments and the limited number of staff specialized in public projects.*
- *Despite the improvement in the quality of local government projects, there are budgetary limitations to finance them through PIRDAIS and there is high competition to include them in the Multiannual Investment Program.*
- *The FID team's experience in alternative development has been a key factor in the implementation of its activities.*
- *FID has achieved its goals for the first quarter of 2021, despite delays caused by the pandemic.*

**FINDING I:**            **Between 2018 and 2021, public investment increased by 85.7 percent and the income of families in the intervention area increased by 9.6 percent, from 14,570 to 15,971 Nuevos Soles as an annual average.**

The intervention Institutional Strengthening of DEVIDA is part of an institutional capacity approach. The discussion and debate on capacity building tends to be complex for at least two reasons. First, the concept itself is multifaceted. The definitions proposed by various agencies are a good example. The Development Assistance Committee (CAD) of the Organization for Economic Co-operation and Development (OECD) (2006, p. 5) defines capacity building as “the process of strengthening the skills or capacities of individuals, organizations and societies to make them effective and efficient, and to use resources effectively to achieve their own goals in a sustainable way”. In addition, FTI's Capacity

Development Team (2008: 6) defines capacity development as “the capacity of individuals, organizations and society to manage their affairs successfully”. While these broad definitions have the advantage of being comprehensive, they are of limited use when governments and agencies need to identify successful strategies to overcome specific constraints. Second, the success or failure of capacity development efforts may depend on both the specific modalities and the national context within which these modalities are implemented, and national contexts differ profoundly (Bethke, 2009).

Based on the above, to examine the effectiveness of the intervention, the indicators proposed for the activity were used as a guide, with the understanding that the institutional strengthening of DEVIDA was aimed at making it more effective.

## **Public investment**

Public investment in FID intervention areas increased. Information available as of March 2021 reports that public investment reached US\$ 429 million, which represents 85.7 percent more than the baseline established by FID in 2018, and 114.5 percent more than the 2021 target. This amount includes investment by government entities at the national, regional, and local level, and occurs within the scope of FID-assisted local governments.

How was this amount of US\$ 429 million dollars obtained? In principle, the indicator is annual and cumulative. In FY 2019 Annual Report<sup>1</sup>, the 2018 baseline indicator figure had yet to be determined. In FY 2020 Annual Report, it is noted that “Originally this indicator measured only the execution of public investment mediated by local governments. However, as agreed with USAID, this has been modified to include public investment executed by governments at the national, regional, and local levels in the 25 priority districts of the project. Based on this, the baseline is modified from US\$ 52 million to US\$ 231 million for 2018” (De Villena et al., 2019).

The report notes that for Year 2 of the activity, from October 2019 to September 2020, “public investment executed by governments at the national, regional and local levels in the 25 priority districts of the project totaled US\$ 185.9 million. As the target for this indicator is cumulative, combined with US\$ 180.1 million in Year 1 (for public investment executed by national, regional, and local governments in the project's 12 priority districts for FY 2019) the total amount of public investment executed in FID for Year 1 and Year 2 is US\$ 366 million (366,009,977)” (De Villena, 2020).

And finally, “from January to March 2021, government entities at the national, regional and local levels receiving technical assistance from FID executed a total of US\$12,499,192 in public investment in the 22 prioritized municipalities. Added to the \$50,783,506 from the October to December 2020 period, the total to date for Year 3 is \$63,282,698. As the targets for this indicator are cumulative, when this amount is added to the \$366,009,977 of public investment executed in Year 2, the cumulative total to date is \$429,292,675” (De Villena, 2021a).

DEVIDA's participation in these public investment amounts to US\$ 79.6 million dollars between 2019 and 2020, of which US\$ 31.2 million was allocated to cocoa, US\$ 10.2 million to coffee, and US\$ 12.1 million to infrastructure as the most important investment amounts (USAID, 2021a). FID's participation was very active in the face of the cut in investments between March and June 2020 by the central government due to the COVID-19 pandemic; it worked with the Ministry of Economy and Finance and

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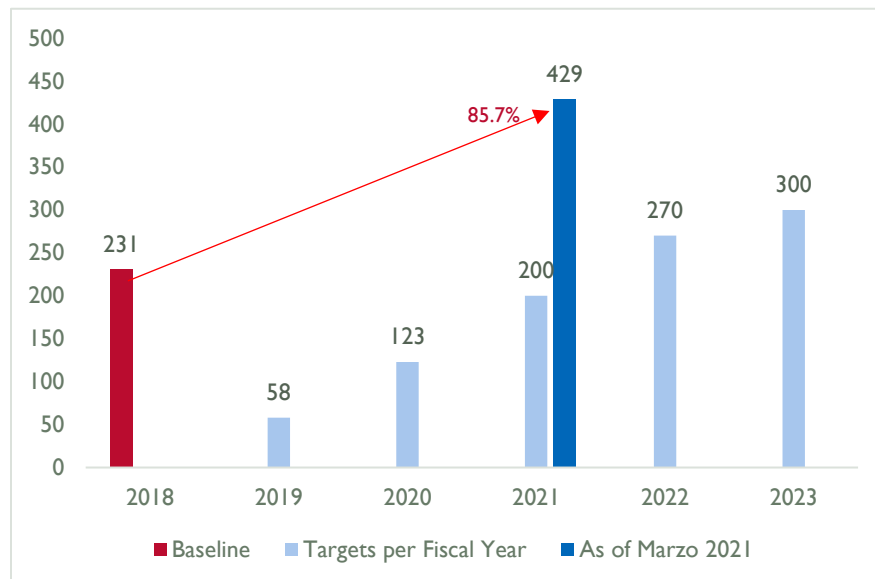
<sup>1</sup> The reports mentioned in this part refer to the U.S. fiscal year



DEVIDA to resume these investments, coordinating with local government officials. As of September 2020, actions were prioritized in 151 projects representing an investment of S/293 million (US\$ 84 million) (De Villena, 2020), while US\$ 50 million in public investments were executed in areas targeted by FID in the October-December 2020 quarter (De Villena, 2021b).

The importance of the above figures and FID's activity are noteworthy, considering that DEVIDA allocated half of the US\$ 79.6 million invested between 2019 and 2020 in Year 2. As a result, there would be approximately US\$ 124 million of investment achieved through FID's (US\$ 84 million) and DEVIDA's management (US\$ 80 million) for one year, not counting other activities such as public investment actions for temporary employment and others; these amounts show the significance of the work in DEVIDA's and FID's intervention areas as they represent the execution of 67 percent of public investment. This also highlights the importance of municipalities as main agents of public investment. Furthermore, it shows the limited investment by other public entities in the intervention areas.

Graph 8: Public investment executed in FID target areas (millions of US\$)



Source: USAID Project (2021): Institutional Strengthening of DEVIDA—Quarterly Report. January 1–March 31, 2021

## Family income

On the other hand, income among families in intervention areas showed a positive change. The reasons for the change can be explained by the intervention to the extent that the populations compared (intervention and control populations) are populations from the same rural areas, with similar social characteristics and part of the sample of the PIRDAIS outcome evaluation study (IPDC, 2021).

Thus, examining the effectiveness of the activity, the family income indicator<sup>2</sup> was reviewed. For this purpose, the average annual income of families in the intervention areas in the years 2018 and 2020 was examined and compared with the average annual income of a control population, i.e., families living in

<sup>2</sup> The family income indicator is used because it is an indicator of FID's logical framework, although its activities are aimed at strengthening DEVIDA. It is the latter institution that is directly responsible for improving income.

the same areas, but not intervened by DEVIDA (neither by DEVIDA-PORI nor by PIRDAIS<sup>3</sup>). For a better analysis and comparison, nominal income was converted to constant 2020 Nuevos Soles, using this information to examine the variation and absolute amounts of income for both populations in both years.

The figures show the achievement of income improvement: Between 2018 and 2020, there was a 9.6 percent increase in the average annual income of families in post-eradication areas (where DEVIDA-PORI intervenes), while in the control population, which was not intervened by DEVIDA, there was a 1.5 percent decrease in the average annual income of families in the same period (Graph 9). Moreover, in terms of average annual income, in 2018, in absolute terms the non-intervened families had a higher income than families intervened by PORI; by 2020, the average annual income of intervened families was higher in absolute values (by 1,597 Nuevos Soles) compared to families in the control population. These results are supported by the activities carried out as part of the intervention, which in turn indicate achievements, a finding that is confirmed by the interviews carried out with those intervened in the present study.

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*“In the past, we didn't have anything. ... Now that DEVIDA is here, we are working in peace, and we have a little more money than before” (farmer in Puerto Bermúdez, Oxapampa) or improvements and benefits are also pointed out: “Of course there are improvements... Although production takes time, but we already have it, I even can save up something for my children's education, to make a living, to spend on certain things” (producer OZ, La Merced).*

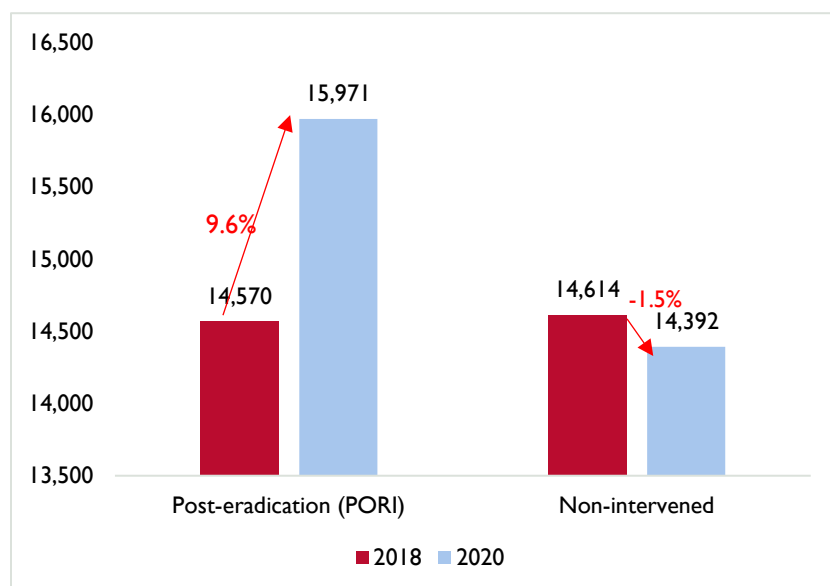
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These achievements are in line with the boost given by the intervention to alternative production through a model that builds capacities among producers, organizations, and communities, within the framework of improvements in DEVIDA's approach and management in post-eradication areas and the support it receives from FID.

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<sup>3</sup> This information comes from the PIRDAIS Outcome Evaluation survey, which was conducted in the rural villages or communities located in the DAIS areas. Thus, it was possible to identify the areas of (1) post-eradication: comprising those villages where part or all the population signed the memorandum of understanding and/or addendum/addenda for the implementation of some kind of productive activity carried out by DEVIDA. (2) PIRDAIS: comprising those villages where a project or productive activity has been implemented or is being implemented by the regional government and local government (provincial/district municipality) with funding from the public treasury promoted by DEVIDA. (3) Non-PIRDAIS: comprising those villages where no project/productive activity promoted by DEVIDA has been implemented.

Graph 9: Comparison of variation in average family income 2018 and 2020 (in constant 2020 Nuevos Soles)



Source: 2020 DEVIDA: 2018 – 2020 Database

Finally, the increase in family income may be associated with the technical assistance received from DEVIDA and FID in terms of productive capacities, delivery of minor equipment and inputs, improvements in associativity and sales, support for formalization, support for organizational development, and development of productive projects.

Secondly, in the study comparing the before and after presented by PORI regarding the baseline (with baseline data from 2015) and the goals that were set, there is progress by 2020, as shown in the following table

(Table 4). In other words, although there are difficulties in achieving the goals, the information does indeed show that there is a progressive improvement in income. In addition, already in the context of the 2020 pandemic, the percentage growth increased, and the interviews also confirm that, despite the difficulties, families were forced to make an effort to have a licit income.

Table 4: Family income variation in post-eradication area (in percent)

YEAR	TARGET (%)	CURRENT (%)	NOTE
2015- 2016	Baseline	13.0	2015 data
2019	15.3	11.2	Based on 2018 study
2020	18.1	11.9	Based on 2019 study
2021	21.4	31.7	Based on 2020 study

Source: DPM – DEVIDA, data sheet updated on October 29, 2021

**FINDING 2: Between 2018 and 2021, the number of families benefiting from post-eradication activities carried out by DEVIDA increased.**

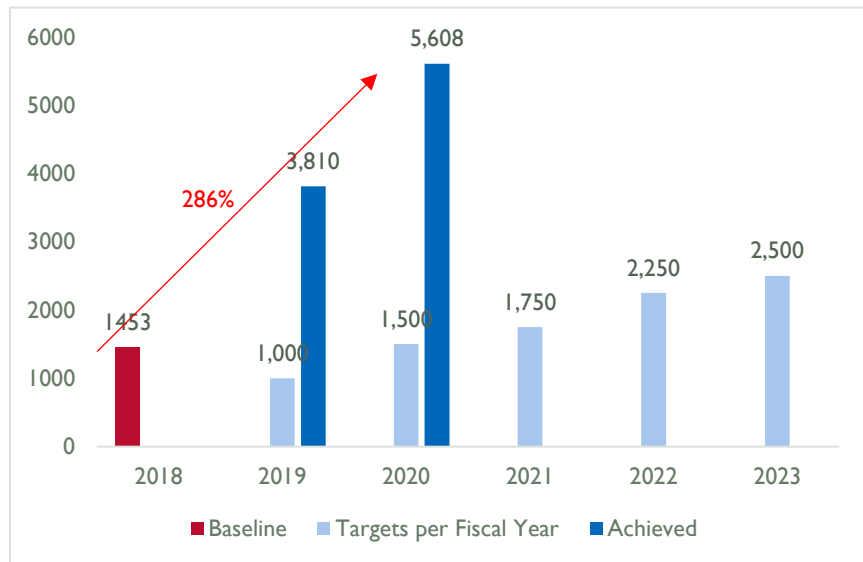
The indicator of “number of benefiting families” includes families that received productive technical assistance, training in production, support in organization and sales; social and economic improvement - developed by DEVIDA through PORI and FID.

The increase in the number of families benefiting from post-eradication activities is 286 percent in 2020 with respect to the baseline (2018). In other words, DEVIDA managed to reach 4,155 more families as compared to the baseline and 4,108 more families as compared to the target for FY 2020. The 5,608

beneficiary families also mean that 62.3 percent of the cumulative goal for 2023 has been reached, which is to achieve 9,000 beneficiary families.

Graph 10: Number of new families benefiting from post-eradication activities in target areas

What do these figures mean? It is evident that the goals were very low compared to what was achieved, which could be reflecting a pessimistic intervention planning scenario, since the baseline was exceeded by 162 percent and the target to be achieved by 281 percent by 2019; it also means that the year in which the pandemic began (2020) the growth of beneficiary families increased by 33 percent compared to 2019, which reflects the complexity in the implementation of intervention actions during the pandemic and lockdown year. On the other hand, the figures in the two years under review indicate the effectiveness of the intervention in terms of the goals set being exceeded.



Source: USAID Project (2021): Institutional Strengthening of DEVIDA Quarterly Report. January 1 – March 31, 2021

When examining the DEVIDA budgets plus USAID funds to implement actions in the intervention area for 2019 and 2020, it was found that the PIRDAIS budget execution for 2019 reached 102.2 million Nuevos Soles and the USAID fund for that year reached 20.3 million Nuevos Soles. It should be noted that the PIRDAIS budget considers actions that go beyond PORI's scope of intervention (post-eradication areas). Adding both budgets together, the amount invested was 122.5 million Nuevos Soles for 2019. Also, when examining the 2020 budgets, the budget executed by DEVIDA was 137.9 million Nuevos Soles, USAID funds 21.6 million Nuevos Soles (only 51.45 percent of what was approved by USAID was executed), which added together amount to 159.5 million Nuevos Soles. For reference purposes, it can be argued that with a higher budget in 2020 as compared to 2019 a smaller number of new beneficiary families were increased (DEVIDA - Planning and Budget Office, 2021).

If we subtract the budget executed in 2019 from the budget executed in 2020, we get an amount of 37 million soles which, divided by the number of new beneficiary families in 2020 (1,798), gives a cost per new family of 20,586 Nuevos Soles for 2020. This could mean high marginal costs, but it could also point to limitations in the technical assistance delivery processes, which could be due to the restrictions imposed by the pandemic on the achievement of this objective.

However, if we divide the USAID funds by the increase in new beneficiary families, the costs for each new family are \$/5,336 in 2019 and \$/12,027 in 2020. All these estimates are obviously approximations to the real cost per new family added to the DEVIDA intervention with PORI. What is indeed evident is that 2020 was a complex year and implied greater efforts and intervention costs due to the restrictions

caused by the pandemic. It also shows that the intervention is having a decreasing efficiency (it is becoming more difficult to add families), which is reflected in increasing costs.

What is the reason for the increase in the number of new beneficiary families? It is evident that the largest increases occurred in 2019 (3,810 families). Those were families that signed the memorandum of understanding to grow alternative products thanks to DEVIDA's work in its Zonal Offices. DEVIDA approached the authorities and then the local people to get them to sign the commitment to grow alternative crops, raise fish and engage in other licit activities in which families, producer associations and local authorities are involved. DEVIDA provides tools and inputs, guarantees technical assistance in the installation, maintenance, production, transformation, and sale of their products. It also undertakes to strengthen the knowledge of local authorities to access public services. In that year, in 2019, with normality and in-person attendance (before the pandemic) for the signing of memorandums of understanding, the activity deployed by DEVIDA in the intervention areas was important and it was possible to achieve figures higher than the set goals.

Hence, given the precarious family economies in the population in the intervention areas, productive improvement and income increase is an option taken into account by local people and DEVIDA, given the contingencies in the areas.

In 2020, the inclusion of families benefiting from alternative development activities proposed by DEVIDA in post-eradication areas was lower than in the previous year, due to limitations in that year because of the beginning of the pandemic, as lockdowns prevented a more fluid work of technicians with the families; and at the procurement level, supply was limited by government regulations that were given to ensure the health emergency was complied with.

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**FINDING 3:**            **Between 2018 and 2021, no new alternative crop areas are observed.**

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The goals established with regard to increasing the number of new crop areas were not achieved, mainly due to the limitations derived from the restrictions on free movement due to the COVID-19 pandemic, which resulted in limitations in technical assistance work in the field and limitations in the purchase of inputs and capital goods from DEVIDA's main office, basic elements for adding new plots and areas to the alternative cultivation.

Before the pandemic, as shown in the following graph, an increase of 22.8 percent in new alternative crop areas was achieved with respect to the baseline; for that year (2019), there was no goal for this indicator. If we also examine this growth (22.8 percent) in relation to the variation in the number of new beneficiary families (162 percent, previous finding) and even more if we examine the absolute figures, in 2019 it was possible to add 3,810 new beneficiary families and there was an increase of 5,119 hectares of crops, which represents an average of 1.34 hectares per family. The figures tell us that these are mostly families with small productive plots, i.e., a characteristic of rural zones in the intervention area.

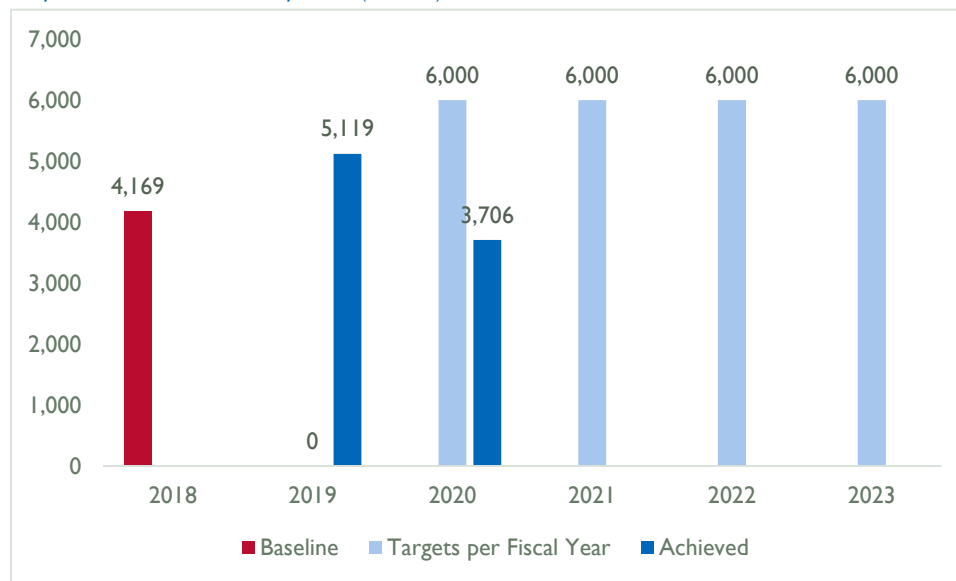
In 2020, the year of the beginning of the COVID-19 pandemic, crop areas reached 3,706 hectares, far below the target for that year (6,000 hectares), 38.2 percent less than the goal set and 11.1 percent less than the baseline (2018). And when relating to the new beneficiary families for the year 2020, it can be seen that families increased by 33 percent, i.e., 1,798 new families in that year; thus, considering that the areas increased by 3,706 ha and assuming that only the increase in new alternative crop areas is given in the new families added, we find an average of 0.49 ha per family. This confirms the effects of the

pandemic and the difficulties for adding new licit crop areas and the characteristic that new families have very small productive plots.

An additional element to keep in mind in 2020 is that the decision to diversify production, which led to the promotion of production and organized work in aquaculture, beekeeping, and other activities may also be a limiting factor, although a minor one, for the achievement of increasing the new alternative crop areas, since their goals focused mainly on improving income.

Finally, between January 1 and March 31, 2021, there were no new crop areas, which is due to preliminary maintenance and nursery work, which in turn provides an indicator of the achievements that would be made in that year (2021).

Graph 11: New alternative crop areas (number)



Source: USAID Project (2021): Institutional Strengthening for DEVIDA. Quarterly Report. January 1 – March 31, 2021  
 USAID Project (2020): FID. Monitoring Plan, Evaluation and Learning. September 2020

**FINDING 4. Planning, monitoring, procurement, and acquisition processes supported by FID generated initial changes in DEVIDA's institutional performance.**

The proposal for institutional strengthening of the evaluated activity, as stated at the beginning of this document, has components linked to the improvement of DEVIDA's management and performance. Like all public institutions, DEVIDA is undergoing a modernization process. The standards established the strategy, which involved entering into management agreements with entities in order to implement specific modernization measures, the development of pilot programs, the provision of general regulatory frameworks that would later require development laws, and permanent technical assistance, among other activities (Chevarría et al., 2020). Above all, they point out the principles and guidelines for coherent and efficient action by the public sector, at the service of citizens and the development of the country (Law No 27658 - Framework Act for State Management Modernization, 2002, and Supreme

Decree No 004-2013-PCM, which approves the National Policy for Public Management Modernization, 2013).

Thus, the public management modernization process indicates that it must be geared toward results at the service of citizens, for which state planning is highlighted: “public policies are designs that support public action. Based on national policies of the State, the governments in office establish clear and pertinent government priorities, also taking into account the demands and needs of the population, which the public entities will then translate into objectives, goals and the respective processes that will turn them into institutional products.” And the central pillars of modernization are “i) national public policies and planning, ii) budgeting for results, iii) process management and institutional organization, iv) meritocratic civil service, and v) follow-up, monitoring, evaluation and knowledge management” (Supreme Decree No 004-2013-PCM, which approves the National Policy for Public Management Modernization, 2013).

## **Planning**

Hence, FID has sought to focus its actions on supporting DEVIDA on several of these pillars, such as planning, budgeting, management of procurement processes, and follow-up and monitoring. Thus, in the first pillar of national policies and planning, activities were proposed for DEVIDA to strengthen its institutional development based on management instruments, thereby supporting the development of a National Drug Policy to 2030 (Presidency of the Council of Ministers - DEVIDA, 2020) approved by Supreme Decree No. 192-2020-PCM dated December 14, 2020. To this end, experts were hired to support the development of the Multisectoral Strategic Plan for implementation of the National Drug Policy to 2030 for DEVIDA, allowing DEVIDA to move from having a National Drug Strategy to a Drug Policy. This is a significant achievement in the fight against drugs because it is the first national drug policy in the country and constitutes the state's framework for action to control activities associated with illicit crops, illicit trafficking, and drug consumption, and thus reduce the damage caused by such activities in strategic areas and to populations in vulnerable situations.

FID has also assisted in the reformulation of DEVIDA's Institutional Strategic Plan (ISP) 2019–2022, a document that points out the changes to be made, articulating, and aligning it with the Institutional Strategic Plan of the Presidency of the Council of Ministers and the National Drug Policy. The reformulated ISP implies changes in institutional performance as DEVIDA's objectives are prioritized and indicators are proposed to be considered in the development of the plan.

## **Budget**

Regarding results-based budgeting, FID supported the redesigning of budget programs for the merging of the Budget PP072 “Alternative and Sustainable Development Program” (PIRDAIS) and PP074 “Integrated and Effective Management of Drug Supply Control in Peru” (GIECOD), which resulted in the report “Support for Modifications to Programmatic Functional Structure” for Fiscal Year 2021. The document was submitted in January 2020. It is proposed to redesign the budget program and Appendix 2 is developed, an important instrument and document for budget programming and execution, according to the current directive for preparation of budget programs within the framework of Results-Based Budgeting (PPR).

Results-based budgeting implies an improvement in public management, since it makes it possible to organize the budget on the basis of the identification of problems and their causes, using the “problem tree” technique to then proceed to the objectives at different levels and thus propose and develop



activities and the delivery of products and services. All of this while looking for results, transforming first within an action logic the processes and activities that pursue results, with budgeted goals and activities. This is a very important instrument in DEVIDA's management, as it means a change in the organization, since work is done to obtain achievements, at all levels at which the entity acts.

## Monitoring

The public management modernization policy states that “An essential element of results-based management is the continuous process of data collection and analysis aimed at following up and monitoring input, process and product indicators, as well as evaluating the results and impacts of activities, programs and projects developed by an entity, with the purpose of improving or guaranteeing the delivery of products or services to citizens” (Supreme Decree No. 004-2013-PCM, which approves the National Policy for Public Management Modernization, 2013).

FID is supporting DEVIDA's monitoring and evaluation processes and is generating changes in the information management process. Here, it should be mentioned that, for more than 10 years, DEVIDA has had an important development in this field in which the support of USAID stands out. One of the changes consisted in improving the computerized monitoring system called SIMDEV (Sistema de Monitoreo de DEVIDA, DEVIDA's monitoring system). Over time, this system has been adding information and, with support from FID, is seeking greater user interaction in decision-making at all levels. This process has been improved, making it possible to have information for decision-making at all levels, such as use of resources, productive processes initiated and completed, beneficiaries according to characteristics, technical assistance, products, and inputs delivered, production and relevant information. These new features are already in place, but training on the use of this important management tool is pending at all DEVIDA levels.

This work has been reported as follows: “FID took the opportunity to improve the monitoring and evaluation capacity of DEVIDA's Directorate for Promotion and Monitoring (DPM) through the redesign of evaluation, information collection, analysis and instruments and systematization processes.... 51 indicators have been identified corresponding to USAID's Operational Plan for Institutional Strengthening (PORI) 2018-2022, and DEVIDA's Institutional Strategic Plan and the VRAEM Strategy 2021... At present, with support by FID, DPM is developing a procedures manual for physical, financial and results monitoring” (HORIZON Progress Notes. October/November 2020. Page 5).

Testimonials from FID and DEVIDA officials give an account of this contribution and the progress made in the monitoring and evaluation system:

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*“We are making progress, as we have been working on strengthening the monitoring and evaluation system.” (FID official)*

*“on the monitoring side, with resources, with support from FID, there has also been very important support from FID. SIMDEV has been greatly improved, and, for example, they are still in the middle of the implementation process.” (DEVIDA official, main office level)*

*“... the evaluation instrument is not only useful to measure the indicators of the budget program but also to measure some PORI indicators, in addition to the strengthening financed by USAID. All this information is reported to these entities to comply as part of the commitments and, also, to make decisions.” (DEVIDA official, main office level)*

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Furthermore, the FID team together with DEVIDA is working on a management system (SIG DEVIDA) to improve decision making at the corresponding decision-making levels. “DEVIDA currently has several computer systems (39) for the fulfillment of its functions. However, it has identified the need to integrate them based on strategic guidelines, life cycles of the projects and activities it executes, whose automation should guarantee the integrity, traceability, flexibility and scalability of information; in order to be able to comply with present directives... (to this purpose, it will be necessary to) migrate specific and derived applications and infrastructure to the SIG-DEVIDA module (ERP) and consolidate data to a centralized data platform” (QUOTATION ID: PE131120\_2 January 2021, page 16).

DEVIDA, with FID support is working on unifying the IT management system and developing bots<sup>4</sup>, which define a sustainable management process in terms of information management for decision making. “With technical assistance from FID, DPM drew up an improvement plan that included the automation of physical and financial monitoring tasks. The DEVIDA team overcame doubts, and even fear of the unknown, as FID helped develop 12 bots for various institutional systems and processes. The bots will be assigned to the Annual Operational Plan (POA) and Annual Work Plan (PTA) registration process, to the consultation processes in the information systems and to the lists of beneficiaries of the various projects and activities of Comprehensive and Sustainable Alternative Development (DAIS). As a result, DEVIDA will leave behind the time-consuming work so that monitoring and evaluation specialists can spend more time generating quality and timely information and reports to inform decision making” (USAID, 2021b).

### **Procurement and acquisition**

With regard to procurement, FID has prepared a study for “Implementation of recommendations aimed at optimizing DEVIDA's procurement and distribution processes for goods and services - 06/29/2020” with the objective of making the logistics systems more operational, proposing different action plans to be developed, in addition to outlining agreement models and proposals for directives related to procurement.

With respect to changes in DEVIDA's institutional performance related to the strengthening of the procurement and acquisition system, the achievements are still at an early stage because the development of this system was completed after the period of this evaluation. However, as planned, FID supported the improvement of procurement through training for DEVIDA's main office and zonal staff. It also provided support in the preparation of data sheets that formalize the purchase of inputs in the reverse auction modality before PERU COMPRAS (Administrative Resolution No. 147-2019-PERÚ COMPRAS of December 2019).

These changes are positive in the development of DEVIDA's procurement and acquisition management because they make it possible to improve the purchasing processes. The preparation of data sheets is an important change in procurement processes because they make them simpler since they have more precise specifications and lead to fewer claims. However, there are still limitations in the preparation of the technical specifications and terms of reference of the different tenders for procurement of goods and services, and they do not succeed in preventing queries, remarks on shortcomings, and having such tenders declared void.

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<sup>4</sup> A bot is a software program that operates on the Internet and performs repetitive tasks.

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*“Thanks to FID we have carried out training in contracting, there has been strengthening, but more is needed.” (DEVIDA official at main office level)*

*“working on processes ... (can) help us reach our objectives more quickly. There was an interesting activity that was the preparation of data sheets, which is a special type of purchase. It is more transparent. It reduces the time required. It is possible to make more timely purchases.” (FID official)*

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## Human resources

In personnel hiring processes, DEVIDA's Human Resources area has not identified any changes. The people contacted in the area stated that the hiring of personnel is carried out in accordance with regulations in force; FID officials did not point out any changes in DEVIDA's personnel management either.

Finally, these changes generated with support by FID are evidently positive for DEVIDA's institutional development, although they are still initial because, although it is true that they were within what was planned by FID, the institutional changes in performance still have limitations derived from the organization where strengthening is planned (DEVIDA). There is still a long way to go in DEVIDA's efforts to achieve its institutional strengthening, since there are still organizational problems related to the centralization of decisions, limitations in management processes (poor articulation between directorates and with other stakeholders), internal and external regulations given by the operating logic of the entire State (UGARTE et al., 2021); and it is understood that the state modernization process is a long-term process.

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**FINDING 5.** DEVIDA's coordinating role for the design and implementation of policies and the Comprehensive and Sustainable Alternative Development (DAIS) intervention model shows significant progress in the development of its instruments for DEVIDA, local governments, and community organizations.

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One characteristic of the public sector is what is known as a failure of the state (when it fails to efficiently allocate resources due to the absence of competition—one sector does not compete with another one, as opposed to what happens in a market where several suppliers of goods and services compete with each other—and its work is more linked to legal aspects, i.e., to compliance with prioritizing administrative standards and rules, losing sight of the main objective, which is the citizen), which is that most public organizations are weakly articulated.

It is understood that “coordination as a process aims at linking various public entities and agents in order to complement their resources and capacities, and to articulate objectives and actions in intersectoral and intergovernmental spaces. This is an inevitable necessity in the context of the ongoing decentralization process, in which three government levels must coordinate and complement each other through multiple areas of shared competence. However, intergovernmental and intersectoral coordination within the Peruvian State is scarce, difficult, costly, and very ineffective” (Presidency of the Council of Ministers, 2013).

Despite the existence of legal standards that establish coordination between intergovernmental sectors and levels, there are few cases of coordination, due to the fact that the standards have generally been instruments that lack clarity. An example of this situation is the social policies or sectoral interventions that are developed by those responsible for them, where no other sectors intervene, or their intervention is limited.

Within this framework, FID's support to DEVIDA was aimed at making it possible for DEVIDA's weak articulating and coordinating role to improve at the macro and micro-management levels. In other words, the aim was to strengthen DEVIDA's participation and coordination through the creation of the National Drug Policy to 2030 (PNCD 2030) on one hand, and work with the population and municipalities involved, on the other. This asserted the policy toward the welfare of the population and within an intervention model for comprehensive and sustainable alternative development.

With regard to the national level, the PNCD to 2030 is an instrument that, as noted above, was based on inputs from studies coordinated by DEVIDA and supported by FID. It is a multisectoral policy instrument in which DEVIDA is the entity that leads and coordinates the implementation of policies and formulates a comprehensive proposal in DAIS, using an approach to improve the socioeconomic and institutional situation of the strategic intervention areas (areas affected by illicit drug production) by improving the performance of licit value chains and increasing the presence of the three government levels to close the gaps. It takes into account the existence of competitive disadvantages of licit value chains in terms of market access, as well as gaps in infrastructure and public services in illicit drug production areas.

It is explicitly stated that “A fundamental step for the operational development of the implementation of the policy that falls to DEVIDA is to establish the intervention areas. Based on this, DEVIDA, in coordination with the sectors, designs and formulates multisectoral plans for each strategic intervention area” (Presidency of the Council of Ministers - DEVIDA, 2020) and DEVIDA will lead the process of monitoring the policy, evaluating results and reporting on compliance, in coordination with the General Office of Sectoral Strategic Planning of the Presidency of the Council of Ministers (PCM).

### **Coordination and articulation**

For the implementation of coordination and articulation functions assigned to DEVIDA in PNCD 2030, it had the support of FID in local management within the framework for the implementation of the DAIS model, with which it is recognized by stakeholders (municipalities, associations, community-based organizations) as the governing body of public management policies in favor of municipalities and intersectoral intervention.

One of the articulation activities has been given from the existence of the Multisectoral Commission led by the Ministry of Justice, created for collective reparation and national reconciliation<sup>5</sup>, which through

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<sup>5</sup> According to the Final Report of the Truth and Reconciliation Commission (TRC), between 1980 and 2000 the country went through the most lethal, widespread, and longest-lasting period of violence in national history, which caused the loss of human lives and multiple impacts at the individual and collective level, shattering the life projects of thousands of victims and causing the loss of capacities and opportunities for development.

In view of this, the aforementioned report recommended the design and implementation of a Comprehensive Reparations Plan (PIR) with the aim of restoring and repairing the human rights violations that occurred during the aforementioned period of violence. On July 29, 2005, Act 28592 on the Comprehensive Reparations Plan was

its reports indicates that information was requested “from DEVIDA, for the initial mapping of state programs and/or strategies in terms of productive projects that would enable the implementation of this modality of reparation, of which the articulation with DEVIDA has already begun while the response of the Ministry of Production is still pending” (Executive Secretariat of the High-Level Multisectoral Commission -SE CEMAN- of Act 28592 of the Comprehensive Reparations Plan, 2019 and the High-Level Multisectoral Commission in Charge of peace, collective reparation and national reconciliation -CMAN, 2020). It is also pointed out in the 2020 report that DEVIDA could take charge of two projects, but that given the national emergency due to the pandemic and the management changes in the commission, the processes had been affected.

However, regarding reparations, the FID Annual Report states that “In a coordinated effort between Components 2 and 3, twenty-five communities were able to finance projects totaling S/4.3 million (\$1.2 million), including shared costs of the municipalities for S/1.8 million (\$515 thousand). ... FID helped 12 communities prepare and submit project files to CMAN” (De Villena, 2020).

Moreover, participation and articulation in the reparations shows that “DEVIDA and the FID Project have focused part of their work in the field on underpinning this lever that enriches local development. In fact, in the last two years they have managed to get 29 communities (for S/2.9 million) to obtain the resolution of the Ministry of Justice that ensures the resources, participating in the definition of the type of project and generating implementation follow-up mechanisms. This is a potentially important window for which 40 communities have already been identified to apply, starting in 2021, adding up to an amount of around S/4 million. This effort also mobilizes complementary municipal resources since, should it turn out to be the case that the project implies a larger budget, municipalities can generate counterparts. Additionally, FID will cross this investment line with the assistance provided through the Project Management Leadership Program (PLGP), in which 49 project data sheets were generated that can now access these CMAN funds. And, following the PLGP model, FID agreed with DEVIDA to carry out a virtual course, so its Community Management team can directly carry out the assistance” (USAID, 2020).

Finally, in the first quarter of 2021, “FID in coordination with DEVIDA, municipalities, and communities, continued to provide support to manage and execute resources of the Collective Reparations Program (PRC) of CMAN to address priorities, such as providing access to water, improving roads, pontoons, community premises and fairgrounds, and strengthening the economic development activities of the communities. As a result, this last quarter eleven projects were submitted to CMAN for review that received guidance and advice from FID’s Aguaytía team and could result in an investment of up to S/1.59 million (\$437 thousand). FID is also working with DEVIDA, municipalities, and communities on three projects in the Tingo María area and has prioritized another nine to formulate and present in the next quarter. Including municipal cost sharing, the total investment of these projects is estimated at S/3.26 million (\$893 thousand)” (De Villena, 2<sup>a</sup>21a).

It can be seen that FID with DEVIDA have had an important participation in a government policy, as is the case of collective reparations, which also articulates and coordinates actions in favor of municipalities and communities. Additionally, “In sectoral programs, thanks to support by FID, in the quarter July-September 2020, three organizations received technical assistance from DEVIDA to develop

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published in El Peruano, the regulations of which were approved by Supreme Decree No. 015-2006-JUS. This regulatory framework recognizes the right of civilian, police, and military victims, as well as the obligation of the State to implement mechanisms, modalities and procedures for care, recognition, and reparation.

and include feedback into business plans, which could help them access approximately S/1.3 million (about \$370 thousand) in financing from AGROIDEAS, a program of the Ministry of Agriculture. In the next quarter, DEVIDA and FID will support five more organizations in this task. In addition, in Year 3, DEVIDA and FID will seek to access financing for economic development projects from the Initiative to Support Productive Competitiveness (PROCOMPITE)" (USAID, 2020).

The fact is that DEVIDA with its Zonal Offices participates as a promoter of activities and projects that effectively contribute to the implementation and consolidation of DAIS, because despite some limitations, in the areas of intervention it is recognized as an executing entity of actions benefiting the population. Thus, in its work with social organizations: associations, neighborhood councils, and cooperatives it receives the support of FID, so they can be formally established, train leaders, develop business plans, participate in tenders to access funds; the central idea of this is DAIS and the improvement of the well-being of families, framed within the objectives of DEVIDA and FID's strengthening of community-based organizations.

The support provided by FID to DEVIDA has faced the limitation that other public sectors have to align with DEVIDA's objectives, especially regarding support for regional and local governments to develop joint actions or support for public initiatives and projects.

Two aspects should be kept in mind: the first is linked to the decentralization process, which involved the transfer of sectoral functions to regional and provincial local governments. The former include exclusive or shared functions of health, education, agricultural development, and others. Most of the social food support programs were transferred to provincial local governments. However, there are still areas that are under the responsibility of the central government, such as energy, transport and communications, as well as certain national health and social support programs. At the local level, most actions are implemented in isolation and there is no coordination between subnational governments. Secondly, the actions carried out by ministries or public sectors are carried out as part of sectoral plans and projects and are not of a multisectoral nature; thus, the work they develop is scarcely articulated with subnational governments (Supreme Decree No. 004-2013-PCM - Approving the National Policy for Public Management Modernization, 2013). CEPLAN has also been promoting policies and strategic plans in the public sector. "In 2020, thirteen technical reports were issued, and five national policies were approved (related to drugs, culture, higher education, and productive technical nature, multisectoral health and penitentiary matters), all of which are multisectoral. Furthermore, fifty-one national policies and seven (7) national policies requiring the implementation process through MSP (Multisectoral Strategic Plans) were followed up on. In addition, technical reports have been given to Institutional Strategic Plans (PEI) to 96 public sector entities of a total of 138. Regarding regional governments, out of 26 public sector entities, 16 have a technical report approved for their PEI" (CEPLAN, 2021).

The work developed by DEVIDA is more focused on programmed activities and the agreements are to complement actions at a micro scale, i.e., technical assistance activities to families, organizations, associations and neighborhood and community councils, as well as support in marketing and transfer of inputs or others. In such cases, it complements its actions with the support of local governments or USAID-funded operators; but not as a coordinated policy at a macro scale, but as an action in the face of needs in the work carried out in the intervention areas.

DEVIDA is perceived as an institution with limited leadership, due to common restrictions in the public sector, such as bureaucracy, the emphasis on administrative and regulatory matters, high staff turnover, unnecessary procedures, and late submission of solutions, among others. There are few complementary activities with operators to achieve better production and income. In addition, coordination and

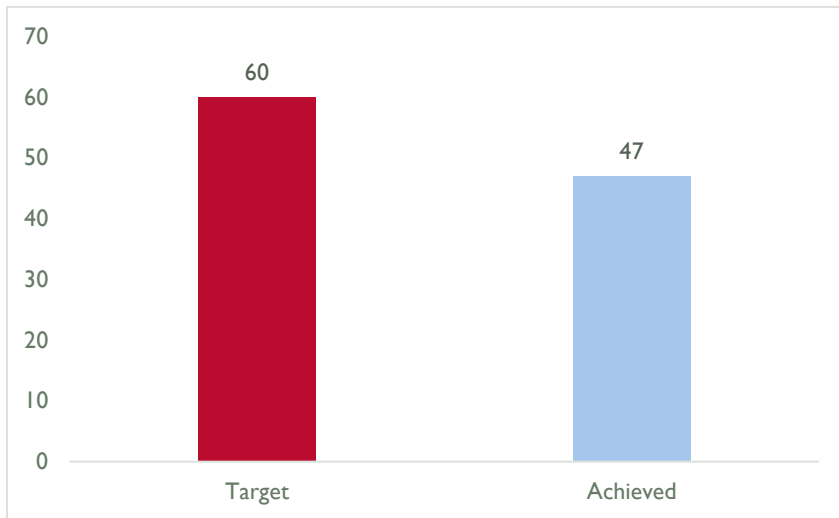


complementarity are scarce; they connect with the other public and private stakeholders only for concrete actions and not to coordinate and develop policies to improve production, association, marketing, and income. There is little work by DEVIDA with regional governments aimed at a better use of resources and capacities for improvements in the families intervened and in the development of society.

### Community-based organizations

An important aspect in the work of supporting community-based organizations consists of obtaining funds for the development of productive activities. Graph 12 shows that in the first quarter of 2021 47 community-based organizations could be assisted in carrying out the proceedings to access public and private funds; the annual goal was 60 community-based organizations, i.e., by the first quarter 78.3 percent of the annual goal had already been met.

*Graph 12: Number of community-based organizations carrying out proceedings to access public and private funds for development, 2021*

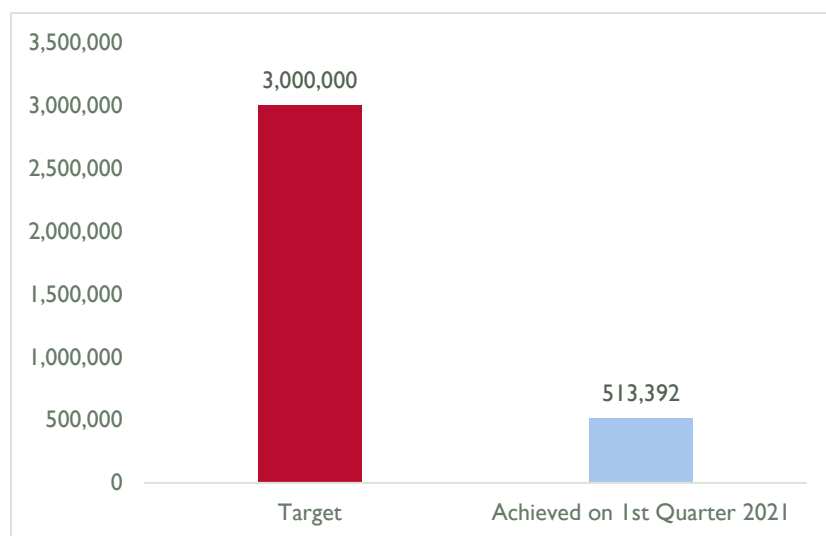


Source: USAID Project (2021): DEVIDA’s Institutional Strengthening. Quarterly Report. January 1 – March 31, 2021  
USAID PROJECT (2020): DEVIDA’s INSTITUTIONAL STRENGTHENING. Monitoring, Evaluation and Learning Plan. September 2020

Likewise, in the first quarter of 2021, community-based organizations that receive support from FID had managed to secure funds from various sources (public and private) amounting to US\$ 513,392, with an annual goal of 3 million dollars. Graphs 12 and 13 show that the support in technical assistance for formalization, the development of business plans, the organization of relevant information to access funds that FID is working on with DEVIDA in support of these organizations is bearing fruit to generate resources and support licit productive activities as part of DAIS.



Graph 13: Value of funds by type, secured for community-based organizations, in US\$



Source: USAID Project (2021): DEVIDA's Institutional Strengthening. Quarterly Report. January 1 – March 31, 2021  
USAID PROJECT (2020): DEVIDA's INSTITUTIONAL STRENGTHENING. Monitoring, Evaluation and Learning Plan. September 2020

## Local governments

Another important objective of FID is strengthening local governments in intervention the areas. Based on coordination with DEVIDA, FID provides technical assistance to a group of local governments in the post-eradication area (this task will be explained in further detail in the following finding). However, within the DAIS model, the role of local governments in their work in the face of population needs and the importance of improving their management and their capacities to propose and execute public investment projects, implies making them part of the work, which means a presence of the State and them feeling part of it, as well as an alternative development agent. Therefore, having different levels of management in local governments, technical assistance has been provided to improve the administration of municipalities through the use of management instruments and training in project design to formulate, propose and execute public investment projects.

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*“Since 2019[...] DEVIDA provides technical support on some issues to officials ... on municipal matters. Information and knowledge. Those are the main ones.” (Irazola MD official)*

*“... Work was done on (...) technical assistance in the processes of registration of investment execution and its forms in the INVIERTE-P system, ... They monitor investments with meetings of the Investment Monitoring Committee every month with technical assistance from FID, overcoming difficulties” (Puerto Inca MP official)*

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## Instruments to improve Comprehensive and Sustainable Alternative Development (DAIS) model

Within the framework for improving DEVIDA intervention for the DAIS model, FID developed a set of actions to diagnose, improve and develop capacities and overcome limitations among the beneficiary population. One of the actions was the measurement of social capital in the population, which is related to the conditions of poverty and uncertainty existing in intervention areas. The results are an instrument

to examine how trust, identity and the development of supportive social networks are being built. This was also a goal included in the National Drug Strategy 2017-2021 (DEVIDA, 2017).

Regarding social policies, the importance of the construction of social capital as a driver of public policies is essential. Thus, "The strengthening of the processes of governance and participatory development are also necessary for a sustained reduction of poverty in the region. Increasing the "voice" of the poor by building their social capital and strengthening their organizational capacity promotes policy changes and the political support needed for poverty reduction" (Yamada, 2001). "Social capital refers to the characteristics of social organization, such as networks, standards, and trust to facilitate coordination and cooperation for mutual benefit. Social capital enhances the benefits of investment in physical and human capital" (Putnam, 1993).

Within the framework for supporting DEVIDA and coordinating with this institution, FID commissioned the Baseline Study of the Social Capital Index of community-based organizations: "Communities organized to define, advocate for and implement priorities of social and economic development," which began in 2019 and ended in January 2020 including 60 villages/towns and identifying 91 organizations such as neighborhood community councils (JVC), community councils (JDC - of native communities-), and producer organizations.

It is important to mention that the Social Capital Index (ICS) was measured for JVC and producer organizations, but the measurement for JDC was not completed because the Organizational Status Assessment (VEO) was not applied to them. It is necessary to point out how this ICS contributes to the DAIS model. For that purpose, it should be stated that in the ICS, "the following dimensions were defined: (i) "Trust" - feeling of security and proximity to other stakeholders; (ii) "Collective identity" - a sense of collective belonging; and (iii) "Networks" - effective interactions. These dimensions are linked and provide feedback to each other. Finally, the fourth ICS component, transversal to the first three, measures the capacity to integrate gender and interculturality approaches into its priorities" (Videnza Consultores, 2020). These instruments should thus make it possible to influence specific actions to offset limitations with (social and productive) community-based organizations and to develop a monitoring and follow-up on the actions undertaken in the DAIS model.

Another instrument that received support from FID is the Organizational Status Assessment (VEO); it should be noted the importance of this organizational strategy, which starts with a diagnostic procedure to improve the performance of an organization, since the strengths and weaknesses of an organization in relation to its performance can be analyzed. VEO is an instrument developed by USAID when the Alternative Development Program (PAD) was implemented, using work done in Colombia by the World Bank (USAID & DEVIDA, 2010) as reference.

Given the characteristics of community producer organizations that have economic or social objectives toward their members, these organizations, located in DEVIDA's intervention areas, are rural organizations with limited organizational development, with VEO as important instrument to determine their development. VEO is thus an instrument that has been applied in DEVIDA for several years and also has a participatory characteristic to establish organizational development, including axes such as human development, business and services, management and administration, heritage, democracy, and participation. It establishes a new approach for the relationship of DEVIDA with producer organizations and therefore increases the conditions for sustainable actions on the part of DEVIDA. For this reason, it is a tool and a strategy for DEVIDA's work with these organizations.

FID's contribution, in coordination with DEVIDA, was based on the systematization of the instrument. The instrument, which could previously be run only on a PC, was turned into a web application and an offline mobile application, i.e., to be used on any computer and also on a mobile phone. One of the applications requires access to the Internet, the other does not, which is an important change in the use of the tool and useful if one wants to know the status of an organization in real time. At the end of the evaluation period, in March 2021, the software and application were being tested in the DAIS intervention areas and there were plans to extend their use to other DEVIDA intervention areas.

According to FID, “in recent months (February – March 2021), FID and DEVIDA, with support from a FID subcontractor, updated the VEO website (developed by a USAID project in Colombia a decade ago) and adapted it to work DEVIDA is doing today to strengthen producer organizations. Also, FID assists DEVIDA to turn the web into a cross-platform VEO application featuring new functions to be used by producers, organization personnel and DEVIDA officials, as well as technical and administrative staff” (USAID, 2021b). The use would be subject to the possibility of access to the Internet, which, in the intervention areas, especially in rural areas, is very limited, creating the need to move to areas with coverage to get access.

The use of VEO is therefore closely related to Internet access. In areas where this is possible, DEVIDA is working with this tool. It should be noted that in the March 2021 news: “The National Commission for Development and a Life without Drugs (DEVIDA) has been developing participatory diagnoses for drafting improvement plans in 99 producer organizations of the Valley of the Apurimac, Ene, and Mantaro Rivers (VRAEM), aiming to evaluate the organizational status and proposing opportunities for improvement in the short and medium term (DEVIDA, 2021b). The implementation of VEO in the San Martín region (DEVIDA, 2021a) should also be noted: The product was in the process of being implemented in those areas.

FID's support to DEVIDA in technical assistance should also be highlighted, in particular in developing improvement plans (strategic plans for community-based organizations); in developing business manuals for small organizations and the use of digital payments, important instruments that are the basis to develop the basic actions of small businesses related to the use of social networks and digital payments, as well as training to strengthen capacities and commercial strategies using social networks. The Leadership Program for Leaders is also important in social development. It is evident that these actions developed with producers seek to improve their social and economic capacities, based on the availability of basic instruments to allow them to participate more actively in the markets, and based on the understanding that such instruments can be accessed via social networks and digital media.

It should be mentioned that these last actions have been focused on the VRAEM, which should include activities, such as workshops developed for training facilitators of community planning processes with a territorial and intercultural approach, improvement of the technical-productive capacities of indigenous handicraftswomen; and Life Plan documents with community approaches for four native communities.

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*FID has just started its work with settler organizations. Since 2019, their work has been focused on native organizations. However, since 2019/2020 their priority has been native organizations. (...) FID is supporting us with the hiring of professionals. (OZ San Francisco)*

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As can be seen, the strengthening of communities and community organizations contributes to the proposal of the DAIS model, seeking to promote the identity of the populations, the use of computer resources, access to markets using the Internet, the development of organizations, and community

development. An important point is VEO (PC software and mobile phone application), which has just been introduced in all PIRDAIS action areas.

In Peru, decentralization is process that began in 2001, as a large-scale proposal, trying to get out of a centralism that generated large gaps between the capital and the regions. Those gaps have not yet been closed, since the transfer basically consisted of providing administrative mechanisms to expand functions to subnational governments without providing them with significant resources or human, budgetary, technical, logistical and political capacities. Decentralization aims to “generate a model of territorial development that meets the legitimate expectations of inclusion, prosperity and access to better opportunities for the exercise of rights” (Azpur et al., 2006).

Hence, the importance of regional and local governments would be based on the following: “In theory, as the sphere of government closest to the population, local governments have a direct knowledge of the challenges and opportunities faced by their populations” (Carrera Hernández & Rivera Navarro, 2012).

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**FINDING 6:**            **There is significant progress in strengthening the capacities of local governments to provide a wider range of services and generate local development.**

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It was found, through the local government officials interviewed, that with support from FID, the performance of municipal management improved, especially in the following eight areas: promotion of economic development, planning and budgeting, investment management, state contracting, tax collection, communication management, gender approach, and intercultural approach. The greatest emphasis that FID is placing in support of DEVIDA was on programming, execution, and monitoring of its investments within the framework of MEF’s INVIERTE.PE regulations. These correspond to the institutional capacity index (ICI) for establishing the progress made in management in the municipalities. These improvements can be found in five general functions of the municipal administration (e.g., planning, regulation, administrative-executive matters, promotion of citizen participation, as well as monitoring and control). With FID’s technical assistance, 11 out of 12 local governments (or 92 percent) improved the performance of their management based on the Institutional Capacity Index - ICI 2020.

ICI results in municipal management show improvements in planning and budgeting, investment management, and state contracting; and, to a lesser extent, in tax collection and intercultural work, while economic development, communications and gender approach are lagging behind.

With this instrument generated by FID, DEVIDA can determine in which aspects the prioritized local governments achieve needed capacities and in which others they have yet to be strengthened. A monitoring of the changes in the percentage variation of the institutional capacity index (ICI) is considered highly valuable to be adopted in the public policy of resource transfer decisions by the Ministry of Economy and Finance itself. The result in these local governments between 2019 and 2020 shows in important changes in management capacities, by 268 percent on average, as can be seen in the following table.

Table 5: Index of Institutional Capacities of local governments with the support of FID.

Year	Goal (%)	Progress (%)	Incremental %
2020	25	92	268%

Source: FID (2020): Outcome of FY20 indicator targets as of September 30, 2020

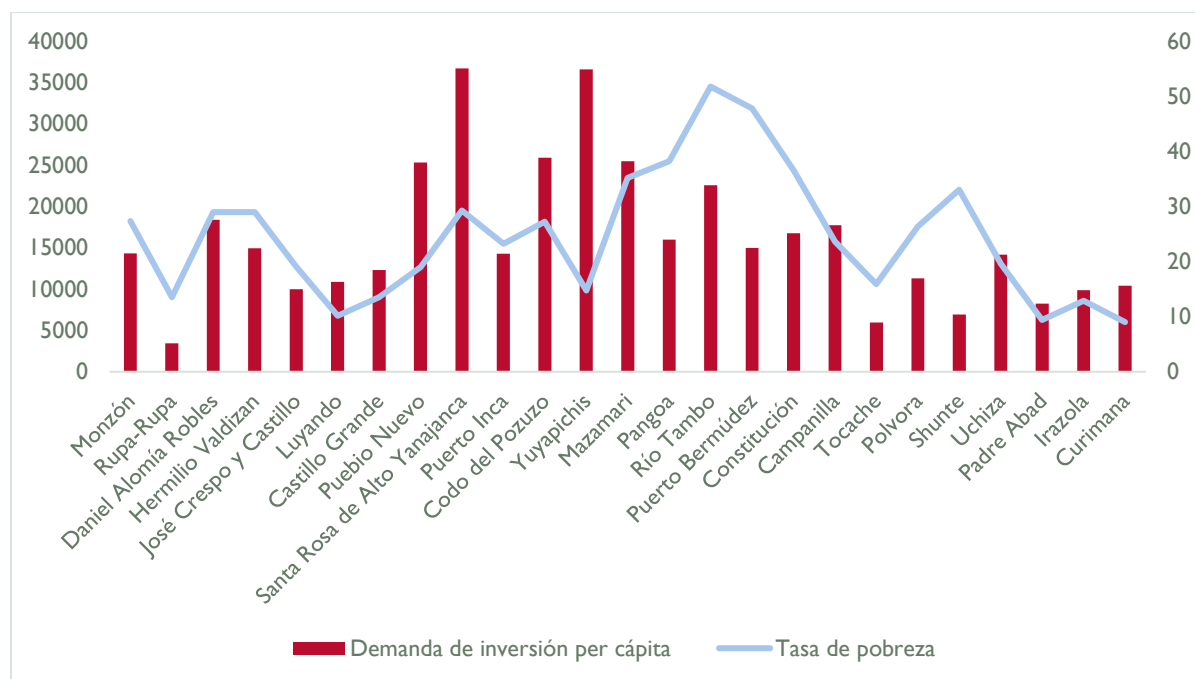
The local governments that reached the highest ICI variations were the following: District Municipality of Monzón, with a percentage variation of 58 percent between 2019 and 2020, Provincial Municipality of Tocache, with 57 percent, Provincial Municipality of Padre Abad, with 47 percent, and District Municipality of Mazamari, with 38 percent. (September 2020 Report, FID).

According to the FID report, in the case of the district local governments of Mazamari, Pangoa, and Río Tambo, the entity provided direct assistance until June 2020. Then between July and August the assistance was very limited, ceasing completely in September 2020 at DEVIDA’s request.

It should be understood that these are changes that are in process and that there is still time in the third year to continue analyzing the difficulties or potential to carry out more work in the municipalities.

Another aspect in strengthening the management of local governments is that DEVIDA, with support from FID, can measure gaps regarding access to public services in prioritized municipalities. Thus, a baseline for gaps regarding electricity, land transport, telecommunications, water and sanitation, health, and education was developed, allowing a diagnosis of 21 indicators of gaps associated with these six services in 25 prioritized municipalities. This issue is of great importance for the policies and development of the DAIS model, since (see Graph 14) per capita investment demand has been measured, i.e., the investment needs for each person broken down by district; as well as the poverty rate in each district. It is noteworthy that the districts of Santa Rosa de Alto of Yanajanca and Yuyapachis are the districts with the most investment needs per capita, while Río Tambo and Shunte have the highest poverty rates. Moreover, the measurement indicates the public investment needed to reduce the gaps in the twenty-five districts: S/ 6,617 million for 2019.

Graph 14: Per capita investment demand and poverty rate in municipalities prioritized for gap measurement, 2019



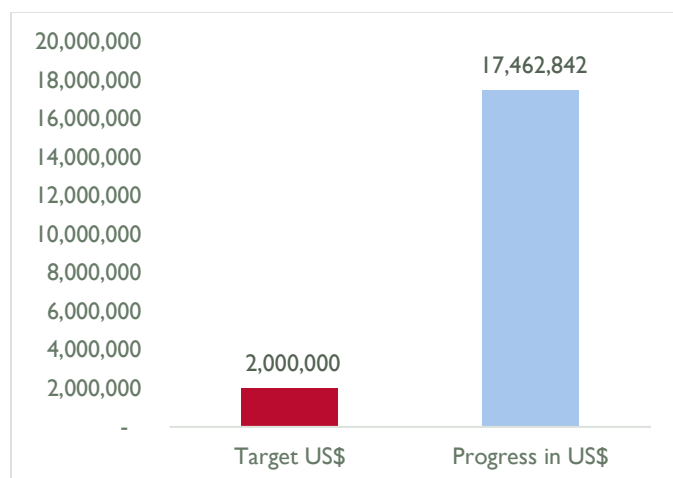
Source: FID (2020): Gap database

Another aspect highlighted by the interviewed municipality officials is related to management improvement. According to them, FID’s support in the design of investment projects was effective and efficient, managing to achieve improvements in budget execution.

*“We consider that FID is being helpful in the interventions ... especially due to their assistance made from different angles in public management in local governments. .... However, support by other specialists in communication issues and environmental agricultural engineering is required. ... It is necessary to define DEVIDA’s support in productive projects for municipalities.” (Puerto Inca MP official)*

Funds raised for execution through public investment projects by local governments resulting from the intervention of the FID project by 2020 aimed to achieve two million dollars, but actually achieved more than 17 million dollars, i.e., 873 percent of what was planned.

Graph 15: Funds raised for municipalities with support by FID (US\$)



Source: FID (2020): Outcome of FY2 indicator goals as of September 30, 2020

In each region where DEVIDA intervenes with the support of FID, local governments have obtained funds of varying magnitude. The funds raised, as can be seen in the graph, allow the execution of public investment projects related to improving drinking water services, sanitary disposal of excreta, rehabilitation and improvement of neighborhood roads, construction of an embankment, drainage system and containment wall to address possible disasters, as well as intervention in cleaning, maintenance and improvement of public spaces and transport routes, and improvement and expansion of citizen security services. These are interventions that will have an impact regarding the sustainability of work done by municipalities for the population. This topic is further addressed in the finding on sustainability.

Municipalities with such experience gained in their management capacity can access other public funds: such as from the Incentive Program, the Arranca Perú, Trabaja Perú initiative of 2020, as well as Works for Taxes, which could be an alternative to get more resources.

It should be highlighted that there are immediate intervention activities at the request of municipalities, and the response and constant presence of support from FID through its municipal facilitator was highly valued. Likewise, municipal officials made positive comments on technical assistance, support to the Investment Monitoring Committee, to technical files, as well as to the Investment Fund for Territorial Development, work with the Simplified Technical Sheet for proposals, and support to the Multiannual Investment Programming Office of municipalities. Positive was also the advice on the formulation of the Institutional Strategic Plan (PEI), the search for complementary investments to the Incentive Program, as well as assistance with the Modified Institutional Budget, and the Institutional Operational Plan. Also, support to the Regulations for Organization and Functions (ROF), as well as constant support at different municipality levels, so they could work with the Integrated Administrative Management System (SIGA).

considerate is believed that all this work is key to the strengthening of municipal management, working together with the investment executing units of local governments, as well as their formulating unit.

The officials of the municipalities interviewed pointed out that training and advice were efficient in terms of achieving improvements in budget management, as well as in investment projects, such as in Ucayali, Puerto Inca (Huánuco), and Irazola (Padre Abad).



Since 2019, “DEVIDA has financially supported the execution of public investment projects and activities, for example, maintenance of neighborhood roads and others that are in projection for the execution of banana and cacao that we have presented. In addition, it provides technical support on some issues to new officials who are not fully familiar with municipal matters. Information and knowledge. Those are the main issues.” In 2019, they provided shared financing with the local municipality in afforestation (Irazola MD official):

“We are assisting DEVIDA organizations in different hamlets in capacity building, hand in hand with economic development management and social development management (...) It has virtually no acceptance among farmers. In terms of strengthening, we are still in the process. Afforestation work is long-term, 6 years, but farmers require short-term. That is why there are cacao and forest crops. (Irazola MD official)

The project mentioned by the official of the local government of Irazola corresponds to three years (2020-2022), with a budget of approximately three million soles for 2021: 00001-301827: Installation of forest and agroforestry species for recovery of degraded soils in the micro-basin of San Alejandro, District of Irazola, Padre Abad, Ucayali.

Table 6: Project by Municipality of Irazola

Year	PIM in soles/	Goal (ha)	Physical progress (%)	Financial progress (%)	Period
2020	970,928	492	50%	74.6	as of December 2020
2021	1,728,233	487	49.90%	38.9	as of September 2021

Source: MEF (2021): Consulta Amigable

DEVIDA’s work, with support from FID’s municipal facilitator, is hampered by the turnover of municipal officials. An example is the case of the Provincial Municipality of Padre Abad, where there have been three different authorities (who are undergoing court proceedings or are in prison) in two and a half years of management. The last administration has only taken office at the beginning of the year, so some officials were not aware of all the activities carried out by DEVIDA with FID. In this municipality, unfortunately, only one of the former officials remained in office. However, the new manager said that what they most require is support for neighborhood or dirt roads to get out their products and that the support needs to arrive on time.

The new management officials pointed out mainly that: “[With] FID, there was almost no support. No project could be started. I have a considerable number of files of 200 considered feasible. The municipality has no support. There has been no support since 2019. There has been little communication with FID in the last years, especially related to economic development. Now, they are coordinating more to support management.” (Padre Abad MP official - new manager)

In the interview, MEF data on the projects that the municipality had was reviewed and a SNIP project was found with an alternative crop (bananas) and with an important environmental management strategy corresponding to this period. According to the MEF portal, the municipality has an approved banana

project amounting to 2,311,600.00 soles for 600 ha, which began in 2018 and should have concluded in March 2021 (SNIP code 357268). Its delay is due to the pandemic, so they readjusted the schedule.

Table 7: Productive project with environmental approach approved for the provincial municipality of Padre Abad

Product / Project	PIM (soles)	Progress % as of Sept. 2021
2320224: improvement of capacities in the productive chain of the “bellaco harton” banana for 18 hamlets of the district of Padre A., province of Padre Abad.	1,418,710	57.8

Source: Consulta Amigable, MEF, 2021

Economic development officials allowed to complete the information and underscored the importance of this type of project that allows to have a proposal for productive diversification and with environmental management implications. Thus, a rural public investment model is created in the municipalities for the Amazon area and to promote the alternative development of small family producers.

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*“With DEVIDA, there is a banana and infrastructure project and follow-up. There are funds from 2018-2019 that were not executed. There is a new PO for 2021 and it is about to reach 2,000 producers. There is a commitment to present in production chains: coffee, palm oil, fish farms, and reduction of drug use in educational centers. It has been possible to expand the agricultural frontier of post-eradication areas. In the case of cacao, palm oil, and coffee, DEVIDA not only intervened in productive issues and dirt roads, and this is why they ask for assistance. But they said that it had decreased. However, both actions go hand in hand to get an impact. Everyone has an environmental management plan. There are 10 associations of banana producers with whom they have been working on strengthening productive issues and articulation.”*  
*(Padre Abad MP official)<sup>6</sup>*

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**FINDING 7**      The implementation of FID activities was limited by the high turnover among DEVIDA and local government staff and the limited number of personnel specialized in public projects.

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In social sciences and even more in economic sciences, it is pointed out that there are market shortcomings, i.e., markets do not allocate resources efficiently, due mainly to the existence of monopolies, information asymmetry and external factors. Therefore, among other solutions, it is proposed to increase the presence of the State as one of the stakeholders to regulate markets and encourage efficiency and equity. Furthermore, it is proposed that the presence of incomplete markets or the induction of demand or uncertainty lead to a more active presence of the State in the economy and society (Stiglitz, 2000).

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<sup>6</sup> Detailed information on these associations can be viewed at: (<http://www.draucayali.gob.pe/cadena-productiva-del-platano.html>).

However, the State also has flaws in its action, i.e., in its regulatory role or as a stakeholder in the economic and social process of the search for social welfare. It may not focus on the objectives and deviate from its purposes. One of the deviations it may have is to seek to transform private interest into public interest, diverting resources toward private interests. This occurs due to the existence of free riders (people who take advantage), populism or corruption, which is not at issue in this assessment. Another issue is institutional weakness, which occurs because the norms that are given or on which work is based are not supportive of harmonious and articulated work within an organization, proposing isolated areas, i.e., management areas that are not integrated with others. Another characteristic is linked to decision-making, which is bogged down by excessive bureaucracy, emphasizing legal-administrative matters over the objective of the action, slowing down decision-making. Within this last aspect and given the criminalization that has occurred in Peru related to public decisions, there is more emphasis and care regarding the legal aspect.

Another aspect that characterizes the public sector is the existence of multiple and ambiguous objectives, which hinder timely execution of actions geared toward a greater objective on which the organization should focus.

State shortcomings also include the absence of incentives or rewards for achievements, which prevents improvement in the effectiveness and efficiency of decisions; and the focus on short-term approaches, which does not allow for longer-term commitments and objectives.

In recent years, human resource in the public sector have been improving and are increasingly more professional. A proof of this is the National Policy for Public Management Modernization (Presidency of the Council of Ministers, 2013), the guidelines for the organization of the State published in Supreme Decree No. 054-2018-PCM (Presidency of the Council of Ministers, 2018) and other regulations, such as the creation of the National Civil Service Authority (SERVIR). However, there are still limitations due to the fact that contracts in the public sector are short-term, the lack – as we pointed out – of incentives for better remuneration in the face of management achievements or success, as well as remunerations that are much lower than in the private sector, which results in a high turnover of personnel.

The high personnel turnover at DEVIDA and the municipalities slows down institutional strengthening, sometimes with the change of representative or official personnel. Explanations about what is being worked on need to be repeated, which is why - according to their perception - the boost to the actions and projects developed by FID is so important.

It is also important to mention that there are technical limitations linked to existing rules, which adapt slowly to the changes that an institution like DEVIDA undergo. In the face of a shift from developing a strategy to having to develop a national policy, the adaptation process for the rules is slow, since the adaptation implies changes in the rules of action. In local governments, the technical problem is that they have personnel with little specialization in public projects (Díaz, 2018), thus limiting strengthening efforts in this aspect.

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**FINDING 8**      **Despite the improvement in the quality of local government projects, there are budgetary constraints to finance them by PIRDAIS, and there**

is high competition to include them in the Multiannual Investment Program.

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With support from DEVIDA and FID, proposals for public investment projects in local governments improved in quality and quantity. However, DEVIDA has a budget ceiling for the financing of these projects, as pointed out by a DEVIDA official whose testimonial indicates the existing budget limits for 2020 and 2021.

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*“I have a considerable number of files, about 200, considered feasible.... (FID) is now coordinating more in management support. ... There is a new PO for 2021 and it is about to reach 2,000 producers... There is a commitment to present (projects of) productive chains: coffee, palm oil, and fish farms, as well as reduction of drug use in educational centers” (Padre Abad MP official).*

*“... in practice, the resources allocated in terms of public investment to our entity are only 35.5 million Nuevos Soles ... For the next year, the budget has been reduced to only 18 million in the public budget bill, allocating to DEVIDA a much smaller amount than it received in 2020. That cannot cover the execution commitments.” (official, DEVIDA Investment Unit)*

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In addition, projects can be submitted, apply for and be included in the Multiannual Investment Program (PMI). However, projects of local governments in the PORI intervention area (where FID provides support), when competing with the other local governments of Peru for approval and funding, can be included in the PMI and may not be prioritized. So, they may end up in the group of projects that fail to obtain funding. Putting it another way, some projects may have been approved but, given the budget limits of the PMI, are not included in the portfolio of projects receiving funding for their execution.

In other words, the efforts to formulate PIP for inclusion and funding by the National Multiannual Programming and State Investment Management System or for financing by DEVIDA (PIRDAIS) implies strong competition with other projects. This has positive and negative effects because, if financed, they find endorsement in the State, as well as the recognition the population needs. However, if not financed, there may be a negative perception regarding support, which may be perceived by the population as a lack of State support.

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**FINDING 9**                      **The FID team’s experience in alternative development has been a key factor in the implementation of its activities.**

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The company in charge of the FID activity has experience in rural work in Peru and in other parts of the world. It seeks to promote significant changes in people to live healthier, more productive, and independent lives. FID has a team that has developed a solid intervention strategy in line with the contract proposal with USAID. This strategy is based on the diagnosis of needs and based on it, on the hiring of experts by areas of action. In the case of the strengthening of DEVIDA, for example, the consultants standing out are the ones for the preparation of the PEI and the budget merging, as well as for identifying existing information systems and measuring social capital. The organizations and members of the teams that made these products have a proven track record and capacity, which allowed them to make diagnoses, reports, proposals and products or services ad hoc, based on DEVIDA’s needs.

The same happened in the case of municipalities. First, trainings were carried out on municipal management, conducted by qualified companies and people. Then, for the intervention in technical assistance to prioritized municipalities, a diagnosis and a measurement of their Municipal Capacity Index was carried out to know the municipality's training and technical assistance needs to improve their performance in management, with emphasis on programming, execution, and monitoring of investment, while keeping in place the transversal axis of gender and interculturality. Finally, technical staff with skills and experience in PIP and knowledge of the areas of intervention was hired.

The same occurred with community-based organizations. The FID implementing company had the support of entities specialized in the development of community-based organizations, which have been able to support and develop business plans, access tenders and assist in other issues, such as life plans of native communities.

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**FINDING 10** FID achieved its goals for the first quarter of 2021, despite delays caused by the pandemic.

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It is evident that one of the contingencies limiting the development and operation of FID's activities was the COVID-19 pandemic. As in all of Peru, the pandemic first involved a radical lockdown that gradually shifted toward a lockdown with many restrictions. We note that the beginning of the lockdown in Peru was in the first half of March 2020. It limited economic and social activities in the country since immobilization and mandatory social isolation were decreed. Then, in July 2020, the government allowed mobilization with some restrictions on economic activities and the return to "normality", which, to this date has yet to arrive.

At the beginning of the pandemic, coordination meetings with DEVIDA were halted and then remotely resumed at the initiative of FID. The same happened with the coordination of technical support scheduled with municipalities and community-based organizations.

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*"Due to the pandemic, it was not possible to carry out activities with total normality. It has not been possible to meet with producers. It has not been possible to reach the individual plots. But it has been controllable, and activities have been resumed."*  
(Leader of Cooperativa Codo del Pozuzo)

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*"The pandemic was long and the connection with FID was lost because the relationship built was remote and as the PMI meets in the months of January, February and March, there was some FID training to the person in charge of the OPM, but it was not complete, ... It has only been strongly resumed this year."* (Irazola MD official)

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It should be borne in mind that at the level of DEVIDA personnel from the main office and from Zonal Offices, in community-based organizations and municipalities, the pandemic affected their activities and technical assistance because there was loss of lives.

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*"Between May and June 2020, up to 65% of staff was infected and four employees died, including the Administration and Finance Manager, two public leaning employees, and a nurse in charge of monitoring and preventing COVID-19. (Source: MPPI HR, 2021)"* (Puerto Inca MP official)

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In this scenario, so complex for the country, activities to strengthen FID were restarted. Among the activities coordinated with DEVIDA, a radio program was proposed as an instrument to reach producers to overcome the limitations of DEVIDA technicians to carry out field visits. In June 2020, the “Sowing Hope” program began as an option for communication with producers and families and to thus avoid the delay in the fulfillment of their activities. Programs on different activities related to coffee, cacao, fish farming, beekeeping, banana, and associativity were disseminated in Spanish, Quechua, and Asháninka. Each program involved DEVIDA specialists (from main office and Zonal Offices) who provided their knowledge on techniques, production processes, organization, and management to improve the capacities of producers in DEVIDA’s intervention areas. This radio program was also sent to beneficiaries through WhatsApp and was uploaded to the Internet to be seen on YouTube.

However, despite the fact that the initiative was certified as good practice in public management, producer testimonials from this evaluation revealed that it was not possible to access the radio program due to lack of electricity in the areas or because there was no Internet signal or people did not listen to the radio.

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*“(Sowing Hope) ... It didn't work so well because there are communities that do not have electricity. The technicians of DEVIDA spoke in their audiovisual presentation using technical language. It was mostly in Spanish, only sometime in Asháninka.”*  
(Producer, Mazamari)

*“Producers are in the field, and it is hard for them to have an Internet signal or telephone coverage to see this kind of things. Out of 100 percent of my producers, it will reach 10 percent.”* (Woman producer, Pangoa)

*“I saw “Sowing Hope” in social networks thanks to a contact person. It gives advice, which is focused on encouraging producers to work in an organized manner. But it has not come to us, they have not made us participate.”* (Woman producer, Pangoa)

*“The pandemic, it does not affect us in the field. We have continued to produce. to the technical assistance, you mean? The engineer was just complying. Sowing Hope? I haven't heard anything on the radio.”* (farmer of Venenillo, OZ Tingo María)

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Moreover, evaluation reports made on the radio program show that the program was listened to by all interviewees (Cayco, 2020) and (Cayco, 2021). However, these studies are conducted on a sample of producers, which has no statistical inference. The first evaluation was carried out in Ayacucho, Huánuco, and Ucayali, and the share of producers who had a radio or listened to the radio was not established. The second evaluation was carried out in Huánuco, Pasco and Ucayali, and the results show that everyone listens to the radio program “Sowing Hope”, with certain frequencies and through different media.

The results of this first evaluation show that 62.5 percent of interviewees in the Huánuco region “sometimes” listened to the radio program “Sowing Hope,” with the remaining 37.5 percent doing so “almost always” or “always.” Of the total number of interviewees, 22.5 percent “always” apply the advice they hear in their agricultural work, and the remaining 77.5 percent do it “sometimes.” Similarly, in the Ucayali region, 56.5 percent of interviewees “sometimes” listen to the program, 39.1 percent “almost always”, and 4.3 percent “always.” Of the total number of interviewees, 13 percent “always” apply the advice they hear, 78.3 percent “sometimes”, and 8.7 percent “do not” apply the advice provided by the radio program.



Without elaborating more on data, the reports show that the program “Sowing Hope” has been a way out of the lockdown caused by the pandemic. The results show firstly that there were too many topics in the program, some of which were not of interest to the producers. For example, technical assistance is provided on fish farms while producers are engaged in coffee, so the messages are not relevant to that farmer. Secondly, due to the limitations of the sample, partial results are obtained that are without inference. Thirdly, if the responding producer “always applies the advice heard,” they may point out that whenever they hear about their productive or associative subject, they apply it. And then there are those who responded a few times, which opens up a set of possibilities that requires further deepening.

## TO WHAT EXTENT IS FID DRIVING SUSTAINABLE CHANGES AMONG FINAL BENEFICIARIES?

### Summary of findings:

- *The changes generated by support from FID in the beneficiary DEVIDA are contributing to a better management of planning, budgeting, monitoring, and contracting.*
- *The changes generated by support from FID among the final beneficiaries, local governments, are contributing to generate sustainable changes in local public management ranging from improvements in the capacity to raise funds, budget management, and in the execution of PIP, which makes the Comprehensive and Sustainable Alternative Development (DAIS) model sustainable.*
- *Permanent training of local government officials to develop quality technical files and to make permanent use of the public sector's financial administrative management system are factors that contribute to the sustainability of municipal strengthening.*
- *Community-based organizations improved their organizational and project-making capacities to enhance their income.*

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**FINDING 11:** Changes generated by support from FID in the beneficiary DEVIDA are contributing to a better management of planning, budgeting, monitoring, and contracting.

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With regard to DEVIDA as beneficiary of strengthening by FID, as has been pointed out in previous lines, there is evidence of improvements in management, which can be seen in progress in input planning supported by FID for the formulation of the National Drug Policy to 2030. Furthermore, there has been improvement in budget management by merging two budget specifications in PIRDAIS, which when formulated with the results-based budgeting methodology forces a change in management of activities, linking them with budgets and results. Likewise, improvements are evident in the DEVIDA monitoring system, which is in process and constitutes an important tool for the improvement of management. The data sheets for reverse auction purchases improve procurement management and are also evidence of the sustainability of the intervention.



Finally, the tools for measuring trust, institutional capacities, as well as social and infrastructure gaps provided by FID to DEVIDA are evidence that may give sustainability to the DAIS proposal developed by DEVIDA.

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**FINDING 12:** The changes generated by support from FID among final beneficiaries, local governments, are contributing to generate sustainable changes in local public management, ranging from improvements in the capacity to raise funds, in budget management, and in the execution of PIP, which makes the Comprehensive and Sustainable Alternative Development (DAIS) model sustainable.

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### **Local investment funds**

Local governments that received technical assistance from FID showed greater management capacities to turn to other financing sources.

Municipal revenues come from transfers from the central government, followed by financing revenues, current income and capital inflows and transfers. Most municipalities in small areas have social gaps that require resources to close or reduce them, but they cannot be covered by the specified revenues. Therefore, achieving greater operational management capabilities is key to have more projects to close public gaps in different sectoral areas and apply for financing from other sources to achieve greater investment.

Local government officials received technical assistance from FID for the formulation and implementation of PIPs with tools for monitoring and managing proposals when submitted to the various public bodies that finance such projects. Moreover, public officials' capacities were strengthened in terms of the management and execution of investment projects, which require the fulfillment of goals and actions in which various instances of local government intervene in accordance with the established rules and the use of MEF's contracting system. Faced with the limitations of staff turnover, FID has provided management instruments, such as ICI and SIGA by the MEF, which were installed in local governments for the monitoring of PIPs.

This strengthening resulted in greater investments and capacities in different sectoral issues, such as the investments obtained by 20 municipalities supported by FID for the development of 100 projects (Table 8). Some local governments managed to place projects on several issues in different ministries responsible for transferring resources. There are greater management capacities, not only to present projects (such as Mazamari, Codo de Pozuzo, and Uchiza), but also to manage their execution.

Table 8: Ministries that granted investments to proposals from 20 municipalities

Municipalities	Trabaja Perú (Ministry of Labor)	Ministry of Transportation and Communications	Ministry of Housing, Construction and Sanitation	National Rural Sanitation Program	Ministry of the Interior	PCM - FONDES	PIRDAIS - DEVIDA	Total
<b>Huánuco</b>	<b>23</b>							<b>27</b>
Castillo Grande	2							2
Codo de Pozuzo	2							4
José Crespo y Castillo	3							4
Monzón	4							4
Padre Felipe Luyando - Naranjillo	1							2
Puerto Inca	3							3
Rupa-Rupa	8							8
<b>Junín</b>	<b>30</b>						2	<b>34</b>
Mazamari	11							14
Pangoa	19							20
<b>Pasco</b>	<b>9</b>	<b>2</b>	<b> </b>					<b>12</b>
Constitución	3	2						5
Puerto Bermúdez	6							7
<b>San Martín</b>	<b>13</b>			<b>4</b>		<b>2</b>		<b>19</b>
Campanilla	3							3
Pólvora	4							4
Tocache	3							3
Uchiza	3			4		2		9
<b>Ucayali</b>	<b>8</b>							<b>8</b>
Curimana	1							1
Irazola - San Alejandro	4							4
Padre Abad – Aguaytía	3							3
<b>Total</b>	<b>83</b>	<b>2</b>	<b>2</b>	<b>6</b>	<b>1</b>	<b>3</b>	<b>3</b>	<b>100</b>

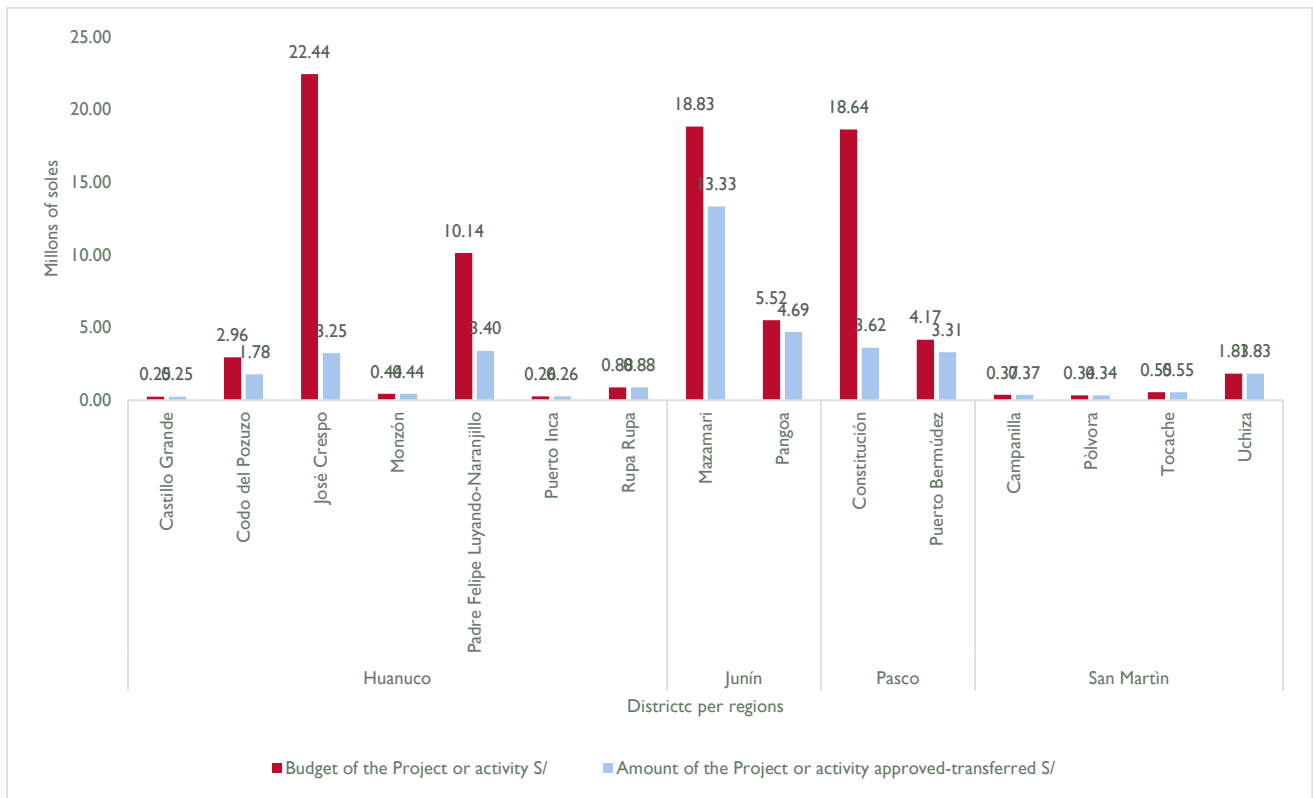
Source: FID (2021); FID Database

The projects had a budget of a little over S/ 89.76 million, of which a little more than S/ 39.91 million were approved. This is almost 45 percent for public investment in different activities (Graph 16). The resources to finance the projects or activities came from six ministries and PIRDAIS. The largest resources were from the Ministry of Labor and Promotion of Employment, in particular for the local governments of José Crespo y Castillo, Padre Felipe Luyando – Naranjillo in Huánuco, as well as Mazamari and Pangoa in Junín. Also, as can be seen in Table 8, three local governments of Huánuco and Junín obtained DEVIDA's PIRDAIS resources.

*“Support was provided in the leveraging of resources, for example, to finance data sheets for educational institutions with TRABAJO PERU. In relation to the issue of financing educational infrastructure, we had support for a primary educational institution through the Non-Reimbursable Financial Assistance Program for Community Human Security Projects (APC) from Japan.” (Irazola MD official)*

*“A consultant supported the implementation of SIGA (MEF) and has been working for three to four (sic) months in the areas of treasury, heritage, and logistics, in all administrative processes. That is a good support that has been provided to the municipality and it will allow to improve management for the services of the municipality.” (Puerto Inca MP official)*

Graph 16: Total investment amount of proposed project or activity approved by districts as of 2020 (million S/)



Source: FID (2021): FID Database

Table 9: Investment amounts for projects approved and transferred as of 2020 by PIRDAIS (S/)

Department	Province	District	District Local Government	Total Project Investment Amount	Total Investment Amount Approved and Transferred	Financing source to which it is presented
HUÁNUCO	PUERTO INCA	CODO DE POZUZO	CODO DE POZUZO	1,673,317.32	500,000.00	PIRDAIS - DEVIDA
JUNÍN	SATIPO	MAZAMARI	MAZAMARI	4,666,238.41	1,641,616.00	PIRDAIS - DEVIDA
JUNÍN	SATIPO	PANGOYA	PANGOYA	1,648,166.62	1,617,167.00	PIRDAIS - DEVIDA

Source: FID (2021): FID Database, 2021

The portal of the Ministry of Economy and Finance (MEF) reports PIRDAIS resources allocated in the Modified Institutional Budget (PIM) of the institutions. In some cases, the approved amount was greater than the amount requested. Likewise, two of the three projects mentioned include activities with an environmental component in agroforestry (activities and/or trainings for management of temporary or permanent shading with various forest species, which consists of interspersing cacao with timber trees that will provide the shade required by the cacao plant, as well as trees that will improve the soil). Projects in Codo de Pozuzo and Mazamari are to improve the quality of cacao through technical assistance, Field Schools - ECAS (modality of practice-oriented technical assistance aimed at producers), field days and implementation of a basic module on harvesting and post-harvesting to standardize the processing of harvested cacao beans. Both have the aspect of producer organization and commercial management. There is also an improvement in the quality of the proposals, as well as signs of sustainability.

Table 10: Projects with an environmental component approved with PIRDAIS resources

Municipality	FID Year	Project CUI	Project or Activity
CODO DE POZUZO	Year 2	2406162	“Improvement of cacao quality and articulation of producers to the market in the cacao production chain of the district of Codo de Pozuzo, Puerto Inca, Huánuco”
MAZAMARI	Year 2	2332153	Project: “Improvement of agroforestry system and harvest and post-harvest process for fine and aromatic cacaos in the rural area of Mazamari, Satipo, Junín”

Another important aspect to highlight in these projects is that they are linked to the needs of improving, expanding, maintaining, preparing, or cleaning different types of communication routes in small towns or for the interconnection of improving neighborhood roads or dirt roads. This denotes the importance that is placed on this action between the municipalities and the population. In total, 47 projects of this type were found. Another group of projects are for the cleaning and desilting of streams. Finally, there are more specific projects on tourism or creation of drinking water services and the sanitary disposal of excreta.

As these projects are already approved, it will be important to follow up on the municipalities and reach the goals in relation to citizens and farmers. In these cases, there are municipalities that may have monitoring systems, but if they did not, FID could also advise these local governments so they can conduct successful actions, so they can be replicated in other municipalities. It should be highlighted that

these projects have an impact on local rural public policies in favor of their rural inhabitants, both to improve their quality of life and to generate capacities in agricultural or environmental techniques, as well as to achieve immediate, mid-term, and long-term income.

This intervention with public investments in local governments implies that these populations connect to these entities and go from individual to organized actions, such as neighborhood or productive committees, associations or cooperatives, which would change the social and the diversified environmental productive dynamics.

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*“It has been possible to expand the agricultural frontier of post-eradication areas. ..., DEVIDA not only intervened in productive issues and dirt roads ... But both actions go hand in hand to get an impact. ... Everyone has an environmental management plan... It involves working with organizations with a social and productive component. There are ... associations of banana producers that have been working on strengthening productive issues and articulation.” (Padre Abad MP official)*

*“We are seeing interventions in different hamlets aimed at capacity building for DEVIDA organizations, hand in hand with economic development management and with social development management. Work has been done with groups based on the objective they wanted to achieve ...” (Irazola MD official)*

*“[It is] thanks to the articulated work between institutions that we, the DEVIDA organization of the FID project, have worked together with the Cacao Alliance and the municipality. Producer Committees are being set up in different sectors of the districts and there are 10 committees of cacao producers. Moreover, a cacao association has been set up, which has become a cooperative. In other words, hard work has been done, for example, to raise awareness and make producers see and take into account that working together is very favorable as we get a better price. We also improve in different career aspects and have access to support from AGROIDEAS, in regional ProCompite programs... As for the sale of grains, the price has been improved. They used to establish the price, but now we can establish the price (21:10). In addition, we have real estate, collection centers, various scales, teams, and more trained partners, and we take on the challenge. (Codo de Pozuzo Cooperative)*

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## Planning

On the other hand, the strengthening of municipalities in budget planning and management is evident, in particular the adequate in preparation of PEI and POI, which are important factors to promote sustainability in work among municipalities and also among organizations linked to them.

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*“Support was provided in the leverage of resources, for example, to finance data sheets for educational institutions with Trabaja Perú. For financing educational infrastructure, we had the support for a primary educational institution through the Non-Reimbursable Financial Assistance Program for Community Human Security Projects (APC) from Japan. (Irazola MD official)*

*“[FID] supported the PEI issue almost to 100%, while POI is just being implemented. They respond to our needs.” In PMI, there is a good contribution from FID, but there is a pending issue related to projects receiving advice from FID for three projects (two productive and one*

forestry project) via PIRDAIS from two years ago, which are in the phase of lifting objections. We must collect information from those directly involved. Due to technical inconveniences in zonal offices of DEVIDA, it has not yet been done.” (Puerto Inca MP official)

“A consultant supported the implementation of SIGA (MEF) and has been working for four months in the areas of treasury, heritage, and logistics, in all administrative processes. That is a good support that has been provided to the municipality and it will allow to improve management for the services of the municipality.” (Puerto Inca MP official)

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Two factors identified required to achieve the specified changes are municipal facilitators that must have good inter-personal skills and knowledge, as well as training workshops in public management. However, support from other specialists is also required.

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“It would be important to have specialists in communications and environmental agricultural engineering.” (Puerto Inca MP official)

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Sustainability can be seen in the capacity of local governments to obtain funding for projects through competitive funds from local governments, whose characteristics have been explained before, as well as in those spaces where there are private stakeholders, such as the areas of transport, transformation, outlets for sales at regional, national and international level to allow entrepreneurs to sell and, therefore, diversify their resources and improve their income.

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**FINDING 13:** Permanent training of local government officials to develop quality technical files and make permanent use of the public sector's financial administrative management system are factors that contribute to the sustainability of municipal strengthening.

In municipalities, a factor to achieve greater sustainability is the permanent training of human resources in different issues of public management, such as the preparation of technical files, applying and maintaining the Integrated Administrative Management System (SIGA) in different administrations and directions of the municipalities; previously, it was not used, nor was it known how to use it. To this end, FID hired specialized consultants who have been recognized as valuable by the staff members interviewed.

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“It was possible to prepare the technical files, which had not been planned, in order to seek financing, with support from FID (...) to be able to continue seeking financing from national entities that have budgets mainly for water, roads and other types of projects. That is what we have asked for. So, there is an advantage in the direct participation of the technicians in the municipality”. (Irazola MD official)

“There is sustainability in FID processes, but the problem is that the staff we have is insufficient. It is true that there is a municipal manager. The deputy manager himself already has experience. They have certain capacities. However, they are not enough and that is why there are often delays in the information, in the procedures. Also, there are some projects that require specialists, such as one requiring sanitation specialists financed by the Ministry of Housing and which is run by the municipality, but it is a

*very specialized project, and the municipality does not have the necessary staff to lift the objections. FID offered technical assistance through a team of consultants they made available to all the municipalities with which we work, and it has been possible to move forward and break the bottlenecks of several projects... A consultant also supported the implementation of SIGA (MEF)<sup>7</sup>. He has been working for three or four months in the areas of treasury, heritage, and logistics, in all administrative processes. That is a good support that has been provided to the municipality and it will allow improving management for the services of the municipality.” (Puerto Inca MP official)*

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This aspect has also been highlighted by the Investment Unit heads at the Office of Planning and Budget when stating that:

*In Dec. 2019, we just had the first pilot project with Ucayali and Huánuco with PIRDAIS, so these local governments would be empowered with their multiannual proposals or technical design they still do not master. Twenty-eight municipalities participated, which could not be done in 2020 (due to pandemic issues, such as training days) or 2021 because no resources were allocated .... The workers responsible for OPMI and the Formulating Units, which are INVIERTE operators, who in turn are from the Territorial Articulation Office, were trained. In Ucayali, there was also participation from GORE... Training was provided in the six INVIERTE standards... The interventions are intended to be sustainable.*

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**FINDING 14:** Community-based organizations improved their organizational and project-making capacities to enhance their income.

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The individual and social changes that an institutional strengthening intervention, such as the one supported by FID, may generate are closely related to a series of factors that ultimately define the behavior of organizations. Therefore, in the complex framework of Peru’s reality, which included the presence of COVID-19, there were harmful effects on the economy and especially on employment. While “employment, labor income, and national income fell, the economically active employed population decreased by 13.0 percent, the average nominal income per work in urban areas fell by 11.3 percent, and the economy’s real national disposable income fell by 8.3 percent. [This within the framework] of GDP, which fell by 11.1 percent in 2020, one of the worst economic contractions since 1950....”(National Institute of Statistics and Informatics, 2021).

However, and despite this, sustainable changes can be identified in the final beneficiaries of FID’s intervention. One of them is the capacity of community-based organizations linked to the knowledge and process of generating business plans and improvement plans, which has allowed them to access tenders and funds for their projects (as can be seen in Graphs 12 and 13). Behind it is the effort made to strengthen these organizations, which starts with their formal constitution, i.e., the fulfillment of a series of formalization requirements, the ability to become organizations capable of accessing funds, with the

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<sup>7</sup> Integrated Administrative Management System of the Ministry of Economy and Finance SIGA – MEF for 3 levels of government – versions updated as of 2020.



necessary guarantees and sureties, and, finally, the development of viable business plans that allow them to gain access to funds.

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*“DEVIDA (with support from FID) has supported us with a business plan that we have submitted to Procompite. What products do we have? Cacao, coffee and now we are venturing into pig farming.” (president of the association of producers of Cashapampa, in Monzón)*

*“... Coverage is little and organizations require a lot in legal matters, in technical assistance... Our presence is limited, but with FID a lot of improvements have been made. Sixteen organizations have been selected and each organization has a technical team that assists it.” (San Francisco OZ)*

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## HAS FID PROMOTED GENDER EQUALITY AND INCLUSION?

### Summary of findings

- *FID carried out actions for DEVIDA’s institutional strengthening in the promotion of gender equality, but they were focused at the main office level and on the generation of work tools.*
- *FID worked with DEVIDA on the institutionalization of the intercultural approach and the inclusion of ethnic variables in its work tools. No work for the promotion of the inclusion of people with disabilities, Afro-Peruvians or people from the LGBTIQ community has been identified.*

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**FINDING 15:** FID carried out actions for DEVIDA’s institutional strengthening in the promotion of gender equality, but they were focused at the main office level and on the generation of work tools.

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Like any public institution, DEVIDA is responsible for implementing the legislation and policies in force regarding gender equality. In this regard, in 2017, in compliance with Act 28983, Act on Equal Opportunities for Men and Women, DEVIDA established the Committee for Gender Equality (Executive Presidency Resolution No. 124-2017-DV-PE), which established an activity plan. Subsequently, since October 2021, the Gender Committee has been permanent and the Technical Secretariat is under the responsibility of the Office of Planning and Budget, which constitutes an opportunity to mainstream the gender approach in planning and budgeting (Executive Presidency Resolution No. 119-2021-DV-PE).

Moreover, DEVIDA formulated the Gender Action Plan in 2019, but it was not approved because although it was aligned with the National Policy on Gender Equality, it was outdated when the National Drug Policy to 2030 was approved at the end of 2020.

On the other hand, with respect to the context, in the areas of intervention of FID, there are still gender gaps in productive activities and the value chain. Gender gaps and existing machismo make it hard for women to spend time in activities, since they must assume domestic/reproductive tasks. In addition to the above, the pandemic made it difficult for DEVIDA personnel to conduct field activities. It is also important to highlight that, in the case of indigenous women, working with them requires prior authorization by the community leader. In addition, despite the fact that male and female interviewees recognize a greater participation of women in organizations, just a few cases have been identified where women hold managerial positions. The above represents a scenario of challenges for intervention.

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*“I think it is important to work on this issue, these competencies and capacity building in women, since there are not many who reach managerial positions, such as management, for example (...) (Local Government of Villa Rica, La Merced)*

*“(The empowerment of women) is very important because it is the trend in the world, it is the empowerment of women in an organization. Even when one seeks international funding, the first thing they ask you is how many women are managers and how many women are in the organization. We are putting a lot of emphasis on that and interest in that sense because we have to keep up with the trends in the world.” (Producer of Santa Rosa de Mishollo. Tarapoto)*

*“There are some husbands who do not want their wives to participate (in associations) because it takes time away from the house, from the children (...) Sometimes, husbands do not want to help taking care of children, so women can go out and carry out their activities.” (Female farmer of Puerto Bermúdez, Oxapampa. La Merced)*

*“Due to the pandemic, no face-to-face work was done with native communities. It was resumed when face-to-face activities restarted in July, August, September. Then, we already were able to reach the communities. During the first months, there was already total isolation.” (San Francisco OZ)*

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The evaluation identified some specific actions carried out by FID for the institutional approach at DEVIDA, such as:

- DEVIDA, with technical assistance from FID, included in its Personal Development Plan a single virtual course on gender and interculturality, in which 25 beneficiaries of branches throughout Peru participated, including managers, professionals, and technicians. This course was held during the third quarter of 2021. This single virtual training was positive, although insufficient to achieve a change of attitude to promote gender equality and inclusion.
- Inclusion of sex–gender variable in DAIS record.

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*“DEVIDA can include these cross-cutting approaches with national policies. Fortunately, there is no longer a debate in this regard. It is mandatory but translating it into management in particular about the awareness that there is on these issues is not easy.” (DEVIDA official)*

*“Although it is true that women should be increasingly empowered, it is also true that we are not very clear about how we should take into account any specific strategy to achieve this.” (DEVIDA official)*

*“With two or three trainings you don’t change people’s mindsets. Some attend just to comply.” (Female FID official)*

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- Inclusion of gender indicators in the community diagnosis matrix and in the VEO app, which will allow having detailed information about the participation of women in community-based organizations in the areas of intervention. Likewise, the social capital index (ICS) was developed, which contains gender indicators being measured.
- Within the framework of the XXI Congress of the Regional Federation of Asháninka, Nomatsiguenga and Kakinte Women of the Central Jungle (FREMANK) held in 2019, the preparation of the 2020–2025 Institutional Plan was carried out. In this process, DEVIDA, with support from FID, worked collaboratively with the federation and provided technical assistance.
- The course Workshop on Indigenous Handicraftswomen was also held in the northern area of VRAEM. This course was carried out by the NGO Flora Tristán between March 18 and 30, 2021 and was attended by 65 beneficiaries from five organizations. According to qualitative research, it is the only activity widely identified by zonal offices, as well as by male and female producers, which has been aimed exclusively at women.

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*“We have worked a consultancy service with Flora Tristán and we have strengthened women in the field of handicrafts. It is the only one we have done focused only on women. This has been done in communities of Asháninka, Machiguenga and Nomachiguenga natives.” (San Francisco OZ)*

*“First, artisan mothers were not recognized, then DEVIDA came in and there were more workshops (...) We have worked on weaving, jewelry and dyeing.” (Asháninka woman leader, Satipo, VRAEM)*

*“I do not know a project aimed especially at women. I would not be able to tell you In the cooperative the president is a woman. I do not think there is a special project for women, normally the support is for everyone equally.” (leader of Uchiza, Tarapoto)*

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- The institutional capacity index (ICI) tool was developed for the diagnosis of municipalities, including a gender focus indicator.
- Development of capacity building plans for local governments, which take into account the level of integration of the gender approach. ICI measurement results show that the areas of municipal management that improve mostly in the municipalities focus on planning and budgeting, investment management, and state contracting. Tax collection and interculturality increase too, but to a lesser extent. On the other hand, the areas of economic development, communications, and gender are still lagging behind.

It should be pointed out that, although there is an effort to include the gender approach in a cross-cutting way in DEVIDA, there is no will and commitment by senior management officials to implement a clear cross-cutting strategy continuously and at all levels. The zonal offices also identified the need for more tools to promote a gender approach.

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*“There is machismo that limits women's participation. They can both go to meetings, but women do not participate.” (Pucallpa OZ)*

*“And both are treated the same way. There is no differentiation. Men should treat women well because they are ladies. The way to work is just one (understood as unique or similar), there is no differentiation, and all is basically done with respect.”  
(Tingo María OZ)*

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Subsequently, FID has carried out actions to promote gender equality, so it is in process and focused at the main office level of DEVIDA. Therefore, producers and leaders do not yet perceive the work on this issue.

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**FINDING 16:** FID worked with DEVIDA on the institutionalization of the intercultural approach and the inclusion of ethnic variables in its work tools. No work for the promotion of the inclusion of people with disabilities, Afro-Peruvians or LGBTIQ people has been identified.

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FID developed different activities aimed at DEVIDA’s institutional strengthening in order to include the intercultural approach in the institution, which is still initial because they do not have an impact on concrete actions and strategies of work with these populations. The activities carried out were the following:

The intercultural approach was included in an online training workshop as part of the Personal Development Plan.

- An important action was the inclusion of the ethnic variable and mother tongue in the DAIS records, both physical and virtual. It was from DS No. 005-2020-MC, approving the guidelines for the inclusion of the ethnic variable in the administrative records of public entities, within the framework of the Health Emergency due to COVID-19. For this reason, DEVIDA, with support from FID and the Ministry of Culture, organized an online training workshop for DEVIDA staff to make these regulations known and teach how to integrate the variable into the tools for collecting information and administrative records – lists of beneficiaries.
- Inclusion of gender and interculturality variables in the Community Diagnosis Matrix and in the VEO app. Likewise, FID has carried out, in articulation with the Zonal Office of San Francisco-VRAEM, a methodological guide for the preparation of Life Plans with native communities. This process has included an intercultural and gender approach, involving indigenous organizations in its preparation and validation. This document is in the process of validation with DEVIDA.
- Inclusion of indicators of intercultural issues in the Institutional Capacity Index (ICI) for the diagnosis of municipalities and identification of gaps. This index included the political representation of indigenous peoples in municipal management, as well as the participation of indigenous peoples in the boards of community neighborhood delegates, in case there was a person in charge for the implementation of an intercultural approach, among others.

Interviewees believe that DEVIDA officials and staff are reluctant about adopting gender equality and intercultural approaches. In this regard, FID proposed the strategy of carrying out joint actions to promote gender equality and interculturality approaches, which gave positive results to initiate the process of acceptance of these cross-cutting approaches in the work of DEVIDA. The inclusion of the ethnic variable in 9 administrative records of DEVIDA allows to identify culturally diverse populations in

the areas where DEVIDA works, because this allows to identify the type of population with which it works and to implement strategies appropriate to these populations, which represents an improvement in DEVIDA's intervention strategy to provide public services with cultural relevance.

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*“Combining gender and interculturality helped a lot (...) A cooperation project has the facility to enter in combination and in each intervention with a comprehensive and articulating approach, not only to fight against drugs and illicit economies.” (FID female official)*

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With respect to the other vulnerable groups, DEVIDA does not have specific work strategies for the inclusion of people with disabilities and LGTBIQ people despite the fact that the National Human Rights Plan 2018 – 2021 (approved by Ministerial Resolution No. 0290-2019-JUS) is in force, which contains Strategic Guideline No. 3: Design and execution of policies in favor of special protection groups, among them the Afro-Peruvian population and the LGBTI population, and the National Multisectoral Policy on Disability for Development to 2030 (approved by Supreme Decree No. 007-2021-MIMP of June 5, 2021) whose mandate is mandatory for all public entities of the three levels of government, but whose approval was given outside the period of this study. FID did not take any specific actions to work with these populations either.

In general, it has been evident that the Zonal Office teams, as well as local government officials are unaware of the situation, demands or problems of people with disabilities, Afro-Peruvians or LGTBIQ people in the intervention areas.

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*“In our associations, I have not been able to identify them. We don't have those kinds of organizations (LGBT, people with disabilities, Afro-descendants).” (San Francisco OZ)*

*“We have not carried out direct activities with LGTBIQ people.” (Pucallpa OZ)*

*(Regarding the inclusion of vulnerable groups) “It's a hard process. It's a challenge.” (Female FID official)*

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## OTHER FINDINGS

**FINDING 17:** The theory of change is consistent in the linkage of results to achieve the objectives, especially in components 1 and 2, and partially in Component 3.

In FID's theory of change, the chain of causal factors is consistent in achieving the proposed final effects across three stakeholders: DEVIDA, community-based organizations, and the various government levels. This consistency allows for better focus on the conditions of inputs required for achievements on the outputs of the three results and a purpose focused on public investment and family income.

The result framework aims to contribute to the achievement of USAID's development goal “Sustained reduction of coca after forced eradication in coca-growing areas through strengthened governance and more inclusive markets.” According to FID information, some aspects of the original causal chain were adjusted

to identify achievements in results and product delivery<sup>8</sup>. In 2019<sup>9</sup>, new indicators were included that were not in the contract (for Result 1, there were three, for Result 2 there were two, and for Result 3 there were four new indicators). In 2020, new adjustments were made as FID considered that the “achievement of the aforementioned institutional goals will be jointly agreed between DEVIDA and the project team, which includes flexibility for the identification of new goals.”<sup>10</sup> In Result 2, referring to organized communities, it was decided to go from seven to three products. In addition, indicators were further specified in relation to causality. These changes were necessary for better control of the project goals.

The last adjusted version of the theory of change was prepared in May 2021<sup>11</sup>. These adjustments are basically related to specifying concepts and the goals of some of the indicators. The consideration that the DEVIDA management must inform FID on the three indicators that continue at the objective level is kept.

As can be seen in the following graphs, results 1 and 2 focus on DEVIDA’s success in strengthening internal management in different areas (human resources, technical resources, regulatory instruments, gender and interculturality). On the other hand, they are geared so that DEVIDA strengthens community-based organizations and improves their relationship with local governments, which must include local development plans. Result 3, linked to improving the capacity of the national government and the subnational level to respond to the demand for services and local economic development, includes a product related to achieving changes among citizens so they monitor the appropriate use of resources and investment projects, but is not consistent with the result because it mainly refers to changes in the capacities of the national or subnational government. This product is important and could be seen as an assumption or another proxy indicator linked to DEVIDA should be selected.

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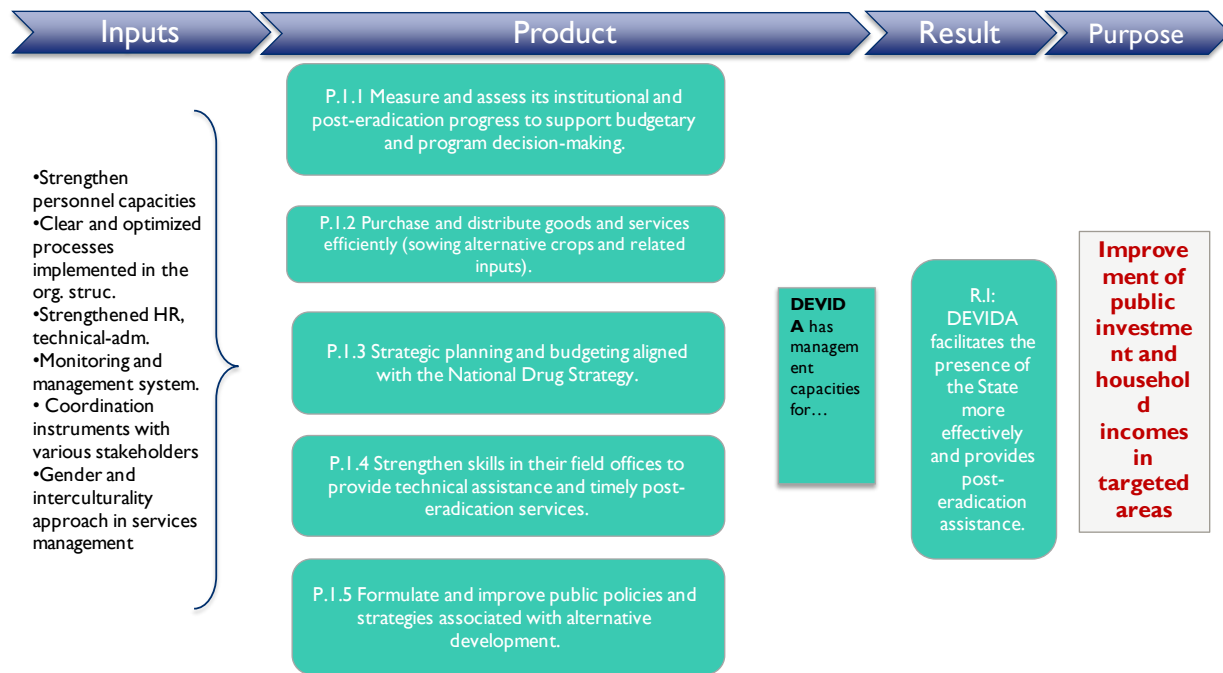
<sup>8</sup> The original project, which is in “USAID PROJECT: INSTITUTIONAL STRENGTHENING FOR DEVIDA Annual Work Plan Fiscal Year 2019” and “USAID PROJECT: INSTITUTIONAL STRENGTHENING FOR DEVIDA. Annual Work Plan Fiscal Year 2020” considered at the end of 2020 that some objectives and results required moving to another component, using an alternative indicator, eliminating it, combining it, or placing a new one.

<sup>9</sup> USAID PROJECT: Institutional Strengthening for DEVIDA. Monitoring, Evaluation, and Learning (MEL) Plan 2019

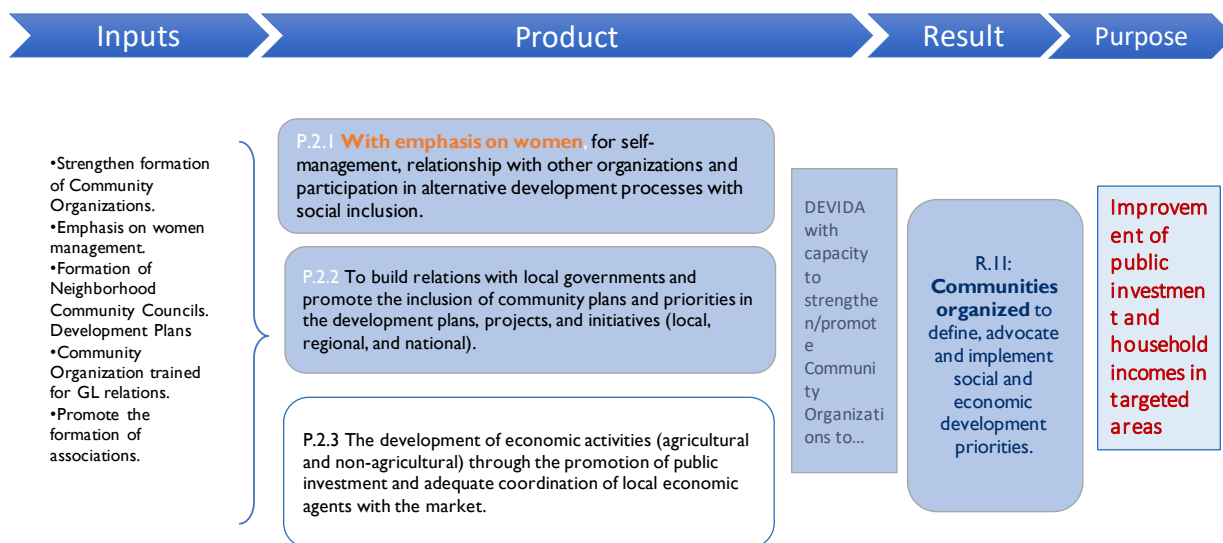
<sup>10</sup> Monitoring, Evaluation and Learning Plan. 2020 Update, USAID Project: Institutional Strengthening for DEVIDA.

<sup>11</sup> Technical approval of COR - USAID. MEL Plan Indicator Table approved on 05-20-2021.

Graph 17: Original FID theory of change: Result I



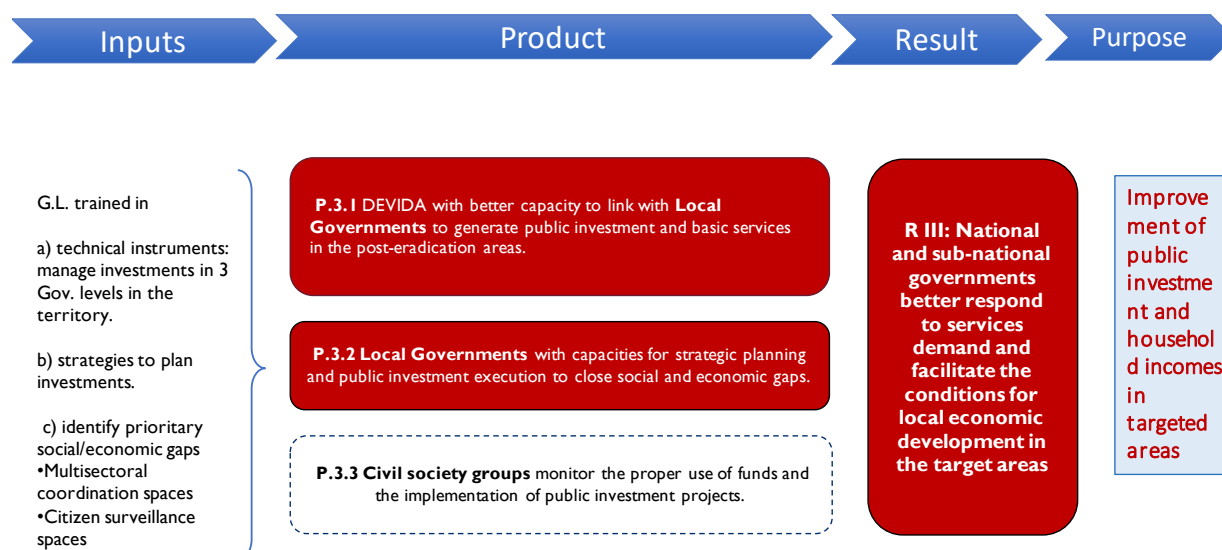
Graph 18: Original FID theory of change: Result II



Source: FID (2020): USAID Project Monitoring, Evaluation and Learning Plan (MEL Plan): FID (September 2020) and MEL Plan Indicator Table approved on 05-20-2021. It includes July 2020 changes.



Graph 19: Original FID theory of change: Result III

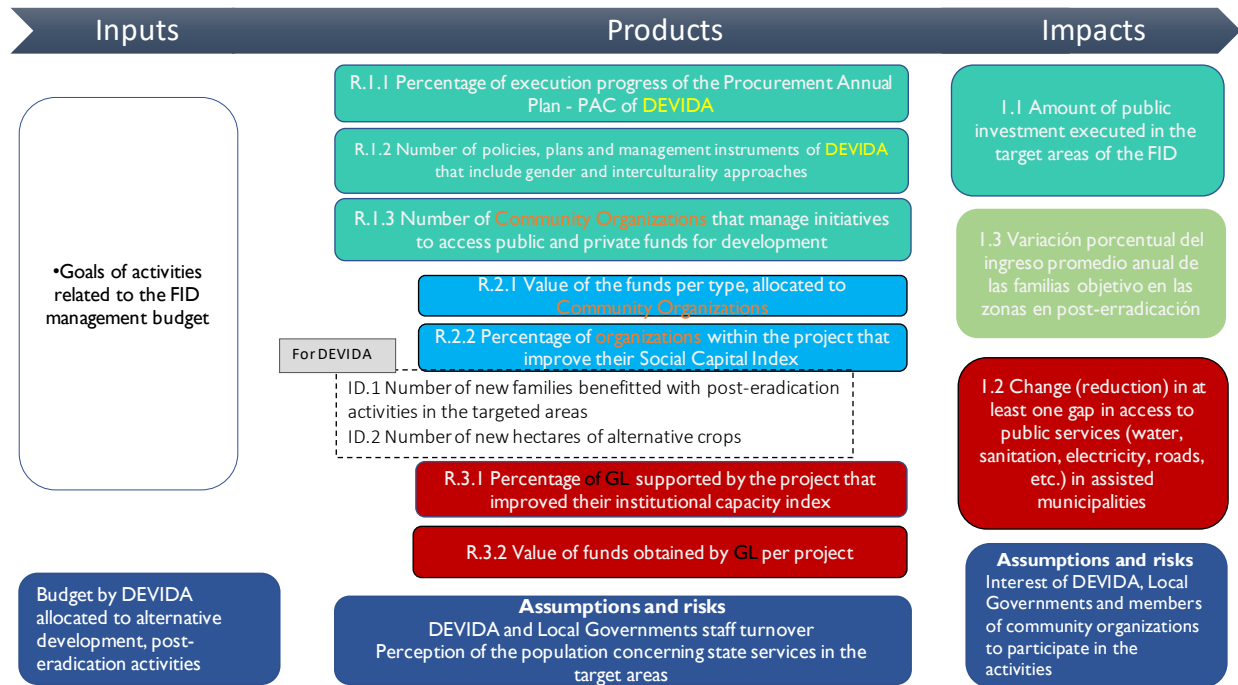


Source: FID (2020): USAID Project Monitoring, Evaluation and Learning Plan (MEL Plan): FID (September 2020) and MEL Plan Indicator Table approved on 05-20-2021. It includes July 2020 changes.

In general, indicators are adequate and accurate. As can be seen in the graph below, FID’s theory of change includes two DEVIDA result indicators (“Number of new families benefiting from post-eradication activities in target areas” and “Number of new alternative crop areas installed”), which are not part of the chain of results controlled by FID management. To be able to see the greater consistency given by these indicators, they are included in the graph as a complement to the indicators of Result 2, whose impact indicator is the percentage variation of income. In this sense, they are proxy indicators of this result. The illustration of the theory of change and indicators and assumptions shows this aggregate consistency. This implies that FID activity management should continue coordination with DEVIDA to establish the cooperation or complementation levels.

However, Result 3, which includes the product of change in citizen groups, lacks an indicator, which does not provide a clear picture of what is intended to be achieved for this stakeholder. It also weakens a result that would make it possible to see whether a better response is being provided regarding the demand for services from national and subnational governments. In this regard, an alternative is that FID have a clear strategy regarding the work that DEVIDA must do to get to know the citizens’ evaluation, including a budget; or consider the alternative of using a proxy indicator for the DEVIDA proposal in PIRDAIS on the citizens’ perception.

Graph 20: Indicators



Source: FID (2020): USAID Project Monitoring, Evaluation and Learning Plan (MEL Plan): FID (September 2020) and MEL Plan Indicator Table approved on 05-20-2021. It includes July 2020 changes.

# LESSONS LEARNED AND GOOD PRACTICES

## LESSONS LEARNED

1. FID's proactive actions providing operational facilities to hire specialists and ad hoc consultancies for technical assistance to DEVIDA, local governments, and community-based organizations was a key factor in strengthening these organizations based on improvements in their institutional capacities and geared toward DAIS. In the public sector, contracts for consultancies and specialized technical products imply a slower maturation process as compared to the private sector, so FID was able to cover DEVIDA's technical needs in a timely manner due to the agility in administrative processes. FID's agility was important in the technical assistance developed as it was able to provide prioritized local governments and community-based organizations with the technical assistance required.
2. The presence of municipal facilitators on a permanent basis is of the utmost importance for the strengthening of administrative management, training of human resources and formulation of investment projects in local governments. In future interventions to strengthen local governments, it is important that facilitators have a profile like the one of facilitators provided by FID. Facilitators require sound knowledge of municipal management and PIP, as well as good political and administration management skills to overcome the contradictions and limitations existing in municipalities, increase credibility, and improve management.
3. In order to manage to strengthen DEVIDA in gender equality issues, a mid- or long-term process is required that should include greater awareness-raising and training of officials and staff. A single virtual training is positive but insufficient to achieve a change in attitude among DEVIDA officials and staff and which reaches the target population. For this reason, gender mainstreaming is necessary in all internal activities and services provided by the institution.
4. Working on gender equality and interculturality approaches simultaneously was a good strategy adopted by DEVIDA. A difficulty in working on the gender equality approach in DEVIDA was reluctance from institution officials and staff. Due to this situation, FID presented the gender and interculturality approaches jointly as the latter has greater acceptance and legitimacy. This made it possible to begin with the task of mainstreaming the approaches.

## GOOD PRACTICES

1. Preparation of "data sheets" for the procurement processes of goods and inputs by reverse auction. Data sheets feature technical specifications and the prices of the goods and inputs to be acquired, which allows greater transparency in DEVIDA procurement processes and avoids claims, which could result in an extension of purchase terms.
2. Projects related to agroforestry are important initiatives of local governments in the area. Some municipalities have previous experience with projects supported by DEVIDA in agroforestry and environmental management, so such projects can be replicated in other similar intervention areas, taking advantage of the practical knowledge already available and developing proposals for public investment.
3. The process of transforming cacao into chocolate, performed by women who are associated and in cooperatives, generates added value and profit. These types of initiatives are acknowledged due to

the management skills shown by cooperatives and associations of entrepreneurial women, which has resulted in the achievement of regional awards and participation in local markets, with great potential for the international market. So, they can be a model to replicate.

4. **Follow up INVIERTE.PE investments and the incentive plans of other local governments to identify funds and obtain municipal financing.** An important issue in the formulation and evaluation of investment projects is the availability of up-to-date information on the implementation of other approved projects and other sources of financing. This mapping can be replicated in coming interventions to strengthen municipalities.
5. **Measurement of indicators proposed by FID including gender and interculturality issue in communities and municipalities.** FID has managed to integrate indicators related to gender and interculturality, both at the municipal level with the Institutional Capacity Index (ICI), and at the organizational level with the Social Capital Index (ICS) of organizations. This good practice could be extended to DEVIDA and other public sector institutions.
6. **Designing and executing software and application “Valoración del Estado Organizacional” (VEO, an organizational status assessment tool) for mobile phones of community-based organizations.** It is an innovative proposal that took advantage of work by USAID and DEVIDA in the last decade. Its update is providing good results, despite connectivity limitations, since it makes it possible to evaluate and project the development of community-based organizations. It is an important instrument because it integrates socioeconomic axes and indicators of community organizational development. Other benefits include immediacy, self-diagnosis, and follow-up for organizational improvements.
7. **Monitoring and measurement as a strengthened and legitimized practice in DEVIDA.** The measurement of the conditions of the social capital index (ICS) of associations, the organizational status assessment (VEO) of community-based organizations, the institutional capacity index (ICI) of municipalities, access gaps in public services in municipalities, as well as funds achieved through public investment projects or business plans are practices that have enabled the strengthening of the monitoring and measurement logic in DEVIDA and its interventions. This is based on the systematic measurement of indicators for diagnosis, monitoring, management, and sustainability of the activity.

# CONCLUSIONS

<p><b>Conclusion 1</b></p> <p>Public investment in local governments increased due to technical assistance provided by FID in the form of capacity-building for officials in the management of project formulation and implementation.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• Finding 1</li> </ul>
<p><b>Conclusion 2</b></p> <p>Family income in the intervention areas of DEVIDA with PORI increased due to the technical assistance provided by DEVIDA specialists in the production of alternative crops, with presence in the fields and delivery of minor equipment and inputs to producers, as well as the development of associativity and community-based organizations, which improved their position to access public funds.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• Finding 1</li> </ul>
<p><b>Conclusion 3</b></p> <p>The increase in the number of families benefiting from licit post-eradication activities is due, among others, to the very modest goals. It exceeded the goal by 281 percent in 2019 and 286 percent in 2020. Furthermore, in 2020 growth was 33 percent compared to 2019. The latter points to the existing difficulties in assisting new families due to the COVID-19 pandemic, which is reflected in additional costs per new family benefited in 2020.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• Finding 2</li> </ul>
<p><b>Conclusion 4</b></p> <p>The goals established regarding the increase in licit crop areas were not achieved, mainly due to limitations derived from the COVID-19 pandemic. There were limitations in face-to-face technical assistance work in the field and limitations in the purchase of inputs and goods from DEVIDA’s main office.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• Finding 3</li> </ul>
<p><b>Conclusion 5</b></p> <p>FID’s strengthening of DEVIDA has generated improvements in strategic and operational planning, which contributed to achieving a National Drug Policy, a more coherent design of the PIRDAIS budget program, improvements in DEVIDA’s information system, and preparation of data sheets for purchases.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• Finding 4</li> </ul>
<p><b>Conclusion 6</b></p> <p>FID support has contributed to improving DEVIDA’s articulating and coordinating role at the macro- and micro-management level, thus strengthening DEVIDA’s participation and coordination rules through PNCD 2030 and work with the population and municipalities intervened, asserting the policy toward the well-being of the population and within a DAIS intervention model.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• Finding 5</li> </ul>
<p><b>Conclusion 7</b></p> <p>Improvements have been achieved in the municipal management of local governments prioritized by DEVIDA and strengthened by FID. This is because</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• Finding 6</li> </ul>

<p>technical assistance has included capacities to improve the use of municipal management tools and can above all be seen in the improvements of PIP proposals, accessing competitive funds and improving the execution of these projects with a timeline methodology and management from the different areas of local governments.</p>	<ul style="list-style-type: none"> <li>• <i>Finding 12</i></li> <li>• <i>Finding 13</i></li> </ul>
<p><b>Conclusion 8</b></p> <p>Regulatory constraints and bureaucracy, which hinder streamlined processes, as well as ongoing staff turnover and staff with limited technical skills in some local governments, have limited the smooth development of FID support.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• <i>Finding 7</i></li> </ul>
<p><b>Conclusion 9</b></p> <p>Public institution rules that have not been adapted to the decentralization process limit the possibility of a multisectoral work by DEVIDA.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• <i>Finding 5</i></li> </ul>
<p><b>Conclusion 10</b></p> <p>Given competition between local governments to finance PIPs, the lack of resources in PIRDAIS, and the inclusion of projects in DEVIDA’s Multiannual Investment Plan, PIPs generated by local governments in the intervention areas failing to obtain financing can generate discouragement and an unfavorable opinion toward DAIS.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• <i>Finding 8</i></li> </ul>
<p><b>Conclusion 11</b></p> <p>FID has managed to overcome the problems of coordination and action resulting from the pandemic, initially through remote work and then through blended activities, thus achieving compliance with programmed goals.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• <i>Finding 9</i></li> <li>• <i>Finding 10</i></li> </ul>
<p><b>Conclusion 12</b></p> <p>The generation of changes in community-based organizations and local governments that make the intervention and the DAIS model sustainable are mainly due to the technical assistance, which generated organizational and management capacities, as well as capacities for the preparation of improvement plans, formulation, and execution of public investment projects. The changes are also due to the experience of FID professionals, which is evidenced by the participation and success in accessing competitive funds from the public and private sector.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• <i>Finding 12</i></li> <li>• <i>Finding 13</i></li> <li>• <i>Finding 14</i></li> </ul>
<p><b>Conclusion 13</b></p> <p>The promotion of gender equality in the areas of intervention is in process, showing a greater effort in the institutionalization of the gender approach at DEVIDA’s main office through institutional strengthening and the development of work tools. However, the beneficiary population does not yet perceive the gender work due to the concentration of interventions at the main office.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• <i>Finding 15</i></li> </ul>

<p><b>Conclusion 14</b></p> <p>The inclusion of indigenous communities in the areas of intervention has been made based on progress made in the institutionalization of the intercultural approach in DEVIDA. However, it has not yet resulted in concrete actions or work strategies for these populations. The inclusion of people with disabilities, Afro-Peruvians, and LGBTIQ people remains a challenge.</p>	<p><b>Associated findings</b></p> <p>Finding 16</p>
<p><b>Conclusion 15</b></p> <p>FID's theory of change clearly presents results 1 and 2 focused on DEVIDA to be able to (1) strengthen the internal management of this institution in different areas, such as human resources, technical resources, instruments, regulations, and key issues, such as gender and interculturality and (2) strengthen community-based organizations and improve their relationship with local governments. Result 3 includes an inconsistent product and lacks an indicator.</p>	<p><b>Associated findings</b></p> <ul style="list-style-type: none"> <li>• Finding 17</li> </ul>



# RECOMMENDATIONS

## FOR DEVIDA

1. Continue with technical assistance to families, the delivery of supplies and minor equipment, the development of associativity and community-based organizations, and promoting access to public and private funds. Expand associativity and community-based organization in terms of number of members in order to generate greater competitiveness and economies of scale to the extent that this strategy generates income for families in post-eradication areas.
2. Improve the planning of the number of new beneficiary families according to the budgetary possibilities and organizational capacities to provide them with technical assistance, supplies, and minor equipment.
3. Evaluate the goals established regarding new areas of licit crops within the framework of the current pandemic, according to the budgetary possibilities and the technical equipment necessary to meet them.
4. DEVIDA senior management must develop binding strategies with other public and private stakeholders to strengthen the institution's articulating and coordinating role in actions related to comprehensive and sustainable alternative development, as well as the commitment to concrete goals and activities to be developed as multisectoral programmatic actions.
5. Have a team of specialists to continue strengthening the institutional capacities of local governments through technical assistance in post-eradication areas to improve proposals for PIRDAIS, municipal management, and the formulation and execution of public investment projects.
6. Consider gender equality, interculturality, and inclusion approaches as transversal to all technical, productive, and economic activities carried out by DEVIDA, and not as separate aspects of its activities and management.
7. Evaluate the relevance of adopting instruments, processes and tools developed by FID.

## FOR USAID AND FID

8. Continue with the strategy developed by FID to strengthen the capacities of officials in the management of the formulation and execution of public investment projects, where DEVIDA should play a greater role along with the National School of Public Administration of the National Civil Service Authority.
9. Systematize DEVIDA's capacity-building model, so institutional capacities are achieved so it is possible to manage planning, monitoring, procurement, and purchasing. Training should remain an important tool for strengthening the above-mentioned institutional capacities. In addition, human resources and human resources hiring processes need to be improved.
10. Continue to provide technical assistance to develop data sheets for reverse auction purchasing, in addition to strengthening institutional and human resources capacities in procurement management, identifying needs and actions to develop purchasing standards, with greater involvement of all levels of procurement management.
11. Develop a repository of good practices at the local government level, which should compile progress made in service management and project quality, so other local governments can improve municipal management and their PIP proposals.

12. Continue and expand actions aimed at generating changes in community-based organizations.
13. Systematize technical assistance actions provided by FID to community-based organizations, so DEVIDA can collect the experiences, instruments, processes, and tools to apply them in PIRDAIS areas other than post-eradication areas.
14. Seek a greater and better relationship with financial institutions to strengthen work with organizations.
15. Recognize and understand the different social dynamics and gender relations within the populations of the intervention areas (settlers, natives, and indigenous communities), so action strategies adjust to their situation and expectations.
16. In FID's theory of change, Result 3, which is linked to "improving the capacity of national and subnational governments to respond to the demand for services and local economic development," includes a product related to achieving changes among citizens so that they "monitor the appropriate use of resources and investment projects," which requires specification and an indicator to measure changes in stakeholders. In this sense, an alternative is that FID have a clear strategy regarding the work that DEVIDA must do to make visible the citizens' monitoring of the appropriate use of resources and investment projects; or consider the alternative of using a proxy indicator (rather than the one in DEVIDA's proposal in PIRDAIS) on the citizens' perception in relation to the degree of monitoring they manage to carry out on the adequate use of resources and investment projects. In this regard, it is mainly necessary to determine its plausibility because it must include actions and a budget, as well as assumptions at the level of key public sectors and regional governments.

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# APPENDICES

## APPENDIX A: EVALUATION TEAM

### ASSESSMENT TEAM

**César Sanabria Montañez**, team leader

**Jorge Noriega Dávila**, Senior consultant, assessment specialist

**Irene Cristóbal Ponce**, Consultant in qualitative methodology and gender equality

**Mayra Guzmán Zea**, Specialist consultant on gender and inequality issues

**Carlos Pure**, Support in statistics and database analysis

**Susana Guevara**, Assessment and Inclusion Specialist, USAID MELS Project, technical supervision

### QUALIFICATIONS AND EXPERIENCE OF THE ASSESSMENT TEAM

**César Sanabria Montañez**. Economist, Master in Economics from Universidad Nacional Mayor de San Marcos. He has over 25 years of experience in research on social programs and policies issues. He is a researcher qualified by CONCYTEC and a member of the Economic Research Institute of Universidad Nacional Mayor de San Marcos. Teacher at undergraduate and postgraduate level in public and private universities in the country.

**Jorge Noriega Dávila**. Sociologist, with a Master's degree in Management and Organization for development from Pontificia Universidad Católica del Perú. Consultant with more than 35 years as an expert in impact assessment and project and program planning design. He participated in more than 300 national assessments requested by international cooperation agencies or public entities.

**Irene Cristóbal Ponce**. Social communicator and anthropologist, with a Master's degree in Social Policy and a Doctorate in Social Sciences, specializing in Anthropology, from Universidad Nacional Mayor de San Marcos. She has over 15 years of work experience applying qualitative and quantitative participatory methodologies for assessment of social projects of the State, national and international non-governmental organizations.

**Mayra Zea Guzmán**. Sociologist with experience in managing projects on the prevention of gender violence and sexual diversity; in the design and application of qualitative methodologies for research and assessment.

**Carlos Pure**. Electronic engineer specializing in applied statistics, quantitative methods, sampling, Diploma of Specialization in Applied Statistics at Universidad Católica. Experience in the construction of database indicators for Household Surveys (ENAHO), Demography and Health (ENDES). He currently works as Coordinator of the processing and consistency area of the ENDES 2008-2021 survey, at the National Institute of Statistics and Informatics (INEI).



**Susana Guevara**, technical supervision. Sociologist, master's degree in evaluation of public policies from Universidad de Sevilla, Spain, and social management from Pontificia Universidad Católica del Perú. She has more than 25 years of experience in the design of programs and projects, the development of monitoring and assessment systems, the design and implementation of baselines, process and impact evaluations, applying quantitative and qualitative methods. She has experience in health, human rights, childhood, gender and vulnerable populations.

## APPENDIX B: CONCEPT NOTE



# PERFORMANCE EVALUATION OF THE INTERVENTIONS WITH DEVIDA: PORI AND FID

CONCEPT NOTE

ABRIL 29, 2021

## BACKGROUND

Alternative Development Program USAID for the period 2020-2025 proposes the following objective: "Peru expands economic and social development in post-eradication regions to sustain coca reduction". Within this framework, USAID supports the development of two activities aimed at strengthening the governing authority of the National Policy and Strategy for the Fight Against Drugs of the National Commission for Development and Life without Drugs - DEVIDA:

The **"Multiannual Operational Plan for Institutional Strengthening of DEVIDA (2018-2022)"** (PORI) whose purpose is to help DEVIDA sustain the reduction of illicit coca production after forced eradication. It has three objectives:

- Objective 1: Support DEVIDA to provide immediate post - eradication assistance that results in licit income generation for participating families.
- Objective 2: Support DEVIDA in improving its monitoring, analysis, planning and coordination so that resources are available, and targets are appropriately set and in line with eradication plans.
- Objective 3: Support DEVIDA to provide technical assistance to local governments so that public investment projects improve within the framework of DEVIDA's Budgetary Programs.

PORI is jointly managed and administered by DEVIDA and USAID. The execution period is between July 9, 2018 and December 31, 2022. The areas of intervention are the regions of Huánuco, San Martín, Ucayali, and Pasco. As of 2020, the regions of Junín (Río Tambo, Mazamari and Pangoa), Loreto and Puno were also considered. The activity indicators are found in Annex A).

The **"Institutional Strengthening for DEVIDA (FID)"** activity, whose purpose is to strengthen DEVIDA's capacity so that thousands of families in recently eradicated communities receive assistance in an efficient and timely manner. Consider three objectives:

- Outcome 1: DEVIDA more effectively facilitates State presence and delivers post – eradication assistance.
- Outcome 2: Communities organized to define, advocate for, and implement social and economic development priorities.
- Outcome 3: National and sub-national governments better respond to the demand for services and facilitate the conditions for local economic development in targeted areas.

The activity is implemented by Chemonics International Inc. Targets are planned jointly by USAID, DEVIDA and the implementer. It lasts for five years, from October 2018 to October 2023. The scope of intervention is Ucayali, Huánuco, Pasco, San Martín, and Junín. In Annex B are the indicators.

## PURPOSE EVALUATION

The purpose of performance evaluation of activities “Multiannual Operational Plan for Institutional Strengthening of DEVIDA (2018-2022)” and “Institutional Strengthening of DEVIDA (FID)” is to assess the progress made in the institutional strengthening of DEVIDA, analyzing the effectiveness, sustainability and orientation toward the impacts of the developed interventions (this means, whether the interventions are aimed to contribute significantly to the desired impacts).

## SCOPE OF EVALUATION

The evaluation will use the appreciative inquiry approach which focuses on strengths rather than weaknesses, quite different from many evaluation approaches that focus on gaps and problems<sup>12</sup>.

The evaluation will apply the contribution analysis approach<sup>13</sup> [https://translate.googleusercontent.com/translate\\_f\\_-\\_ftn2](https://translate.googleusercontent.com/translate_f_-_ftn2) which allows exploring the contributions of the interventions in obtaining the results. It checks the theory of change and analyzes the factors that influence the results.

It will use a mixed methodology (quantitative and qualitative methods) to obtain relevant information about the achievements, the improvements that can be implemented in the future, the lessons learned and the successful experiences.

The PORI analysis period is from July 2018 to the first quarter of 2021 and in the case of the FID analysis period it covers October 2018 to the first quarter of 2021. The geographical areas that will be taken into account for the evaluation are Lima (DEVIDA's location) and the regions of Huánuco, San Martín, Ucayali, Pasco and Junín that are common to both activities. The UE VRAEM will be considered for the comparative analysis of the results achieved between the aforementioned areas and this one.

## EVALUATION QUESTIONS

The key evaluation questions will answer are the following:

QUESTIONS	SUB QUESTIONS
1. To what extent is PORI achieving the stated objectives?	1.1 Has the technical assistance provided to families by DEVIDA achieved the expected achievements? 1.2 Was the information and research generated by DEVIDA in the expected time, useful and of quality for decision-making at the national level and in the intervention areas?

<sup>12</sup> Hallie Preskill and Tessie Tzavaras Catsambas (2006). Reframing Evaluation Through Appreciative Inquiry. See [here](#)

<sup>13</sup> BetterEvaluation. See [here](#)

QUESTIONS	SUB QUESTIONS
	<p>1.3 Did the technical assistance provided by DEVIDA to local governments mean greater and better public investment aligned with the needs and priorities of the population?</p> <p>1.4 What were the main limitations or challenges that PORI faced during implementation and what were the key success factors?</p> <p>1.5 How has the COVID 19 pandemic impacted on the implementation of activities?</p> <p>1.6 Have unforeseen results been achieved in the initial design of the activity?</p>
2. To what extent is FID achieving the stated objectives?	<p>2.1 Have the processes supported by FID (planning, monitoring, procurement, human resources) generated changes in DEVIDA's institutional performance at the national level and in the areas of intervention?</p> <p>2.2 What are the advances in strengthening DEVIDA's coordinating and articulating role for the design and implementation of policies and intervention models for comprehensive and sustainable alternative development in the country and at the local level?</p> <p>2.3 What are the advances in strengthening the capacities of local governments for the greater offer of services and the generation of local development conditions?</p> <p>2.4 What have been the main limitations or challenges that FID has faced during implementation and what are the key success factors?</p> <p>2.5 How has the COVID 19 pandemic impacted on the implementation of activities and achievement of goals?</p> <p>2.6 Have unforeseen results been achieved in the initial design of the activity?</p>
3. To what extent are PORI and FID generating sustainable changes in the final beneficiaries?	<p>3.1 Is there evidence that PORI and FID have generated individual changes, community and institutional?</p> <p>3.2 Has PORI contributed to the achievements made?</p> <p>3.3 Has FID contributed to the achievements made?</p> <p>3.4 Have PORI and FID established lines of complementarity and synergies with interventions from other donors and the public budget?</p> <p>3.5 Can sustainability factors be identified for the results obtained?</p>
4. Have PORI and FID promoted gender equality and inclusion?	<p>4.1 To what extent is the empowerment of women promoted in productive, commercial, financial, political and community participation activities?</p> <p>4.2 Have PORI and FID promoted the inclusion of vulnerable groups (indigenous, people with disabilities, Afro-Peruvians, LGBTIQ)?</p>
5. What lessons learned can be identified from the implementation of both activities?	
6. What good practices can be identified to replicate or expand them in other areas?	

## METHODOLOGY

Evaluation requires information that leads to a deep understanding of the situation to answer the evaluation questions. The methodology should include a mixed methods approach, with both quantitative and qualitative data analysis, primary and secondary.

The conclusions that emerge from the evaluation should be strongly linked to the evaluation findings and the recommendations will be prepared jointly with the interested parties. The latter will be disaggregated according to the actors participating in the projects.

Due to the COVID 19 pandemic and government measures to prevent its spread, this assessment will be carried out virtually (videoconferences by Skype, Zoom, Meet, phone calls or video calls by WhatsApp).

The proposed techniques are the following:

- *Desk review* such as quarterly reports, monitoring and evaluation plan, studies carried out, related literature produced by other institutions and secondary information.
- *Online survey* of professionals, technicians and DEVIDA officials from Lima, regions, and the local level. There is a survey applied in 2016 on DEVIDA's institutional strengthening needs that can be used to compare progress.
- *Statistical analysis* of databases of surveys applied by DEVIDA to communities and families to compare the situation of 2018 and 2020.
- *In-depth interviews* with key stakeholders: DEVIDA officials at the national, regional, and local level, regional and local government authorities, community leaders.
- *Focus groups* with the management and technical team of PORI de Lima and zonal offices, farmers, leaders of farmer groups, organizations, among others.
- *Participatory workshops*: a) the beginning of the evaluation to identify the successful cases to deepen the FID, b) for the analysis of the findings and the co-creation of recommendations of the FID project and c) for the analysis of findings and co-creation of DEVIDA project recommendations.

Ethical considerations must be considered when collecting primary data, especially with vulnerable groups.

# DELIVERABLES AND WORKPLAN

Deliverable	Activities	Tentative dates
<b>1. Workplan</b>	<ul style="list-style-type: none"> <li>Documentation review</li> <li>Participation in kickoff meeting with USAID and implementers</li> <li>Preparation of a work plan that includes data collection tools, field work strategy and an updated schedule</li> </ul>	Week 3 of the start of the contract
<b>2. Preliminary report</b>	<ul style="list-style-type: none"> <li>Carry out pilot test of data collection instruments</li> <li>Collection, processing and analysis of primary and secondary, quantitative and qualitative data</li> <li>Participatory workshop to identify successful cases to deepen FID</li> <li>Process and analyze the data</li> <li>Identify preliminary findings</li> <li>Presentation of initial PORI evaluation findings with USAID in PPT</li> <li>Presentation of initial FID evaluation findings with USAID in PPT</li> <li>Participate in a workshop to present findings and co-create recommendations with FID</li> <li>Delivery of preliminary report in Spanish of PORI evaluation</li> <li>Delivery of preliminary report in Spanish of FID evaluation</li> </ul>	Week 9 of the start of the contract Week 10 of the contract started Week 12 of the start of the contract Week 12 of the start of the contract Week 16 of the start of the contract
<b>3. Final report</b>	<ul style="list-style-type: none"> <li>Delivery of the final PORI evaluation report in Spanish</li> <li>Delivery of the final FID evaluation report in Spanish</li> </ul>	Week 14 of the start of the contract Week 18 of the start of the contract
<b>4. Evaluation dissemination</b>	<ul style="list-style-type: none"> <li>Presentation of initial PORI evaluation findings with USAID in PPT</li> <li>Presentation of initial FID evaluation findings with USAID in PPT</li> </ul>	Week 16 of the start of the contract Week 20 of the start of the contract
<b>5. Conclusions consolidation report</b>	<ul style="list-style-type: none"> <li>Prepare a document that analyzes and consolidates the conclusions of the PORI and FID evaluations</li> </ul>	Week 24 of the start of the contract



# PROFILE EVALUATION TEAM

The minimum equipment to carry out the evaluation is the following:

POSITION	ROLE	PROFILE
Principal evaluator	Leads the team, designs the evaluation methodology, organizes data collection, conducts interviews, focus groups and surveys, conducts analyze, writes reports, facilitates participatory analysis workshops and co-creation of recommendations. Ensures that the work plan is implemented according to deadlines.	<ul style="list-style-type: none"> <li>● Master's degree or Doctorate in economics, social sciences, political sciences, or other areas related to the evaluation topics.</li> <li>● Specialization in the planning and evaluation of policies or programs and projects.</li> <li>● Minimum 10 years of experience leading evaluations or as a principal evaluator.</li> <li>● Experience in developing intervention evaluations in complex settings.</li> <li>● Experience in the use of mixed methods in evaluation: design of data collection instruments, supervision of field personnel, data analysis and preparation of evaluation reports.</li> <li>● Experience in facilitating participatory evaluation processes.</li> <li>● Experience of evaluation processes in virtual contexts.</li> <li>● Experience in writing evaluation reports.</li> <li>● Excellent interpersonal relationships</li> <li>● Advanced English (speak, read and write)</li> </ul>
Mid-level evaluator	Supports the design of the methodology, organizes and performs data collection (survey, interviews or focus groups), analyzes secondary information, processes primary data, supports in the writing of reports and supports participatory analysis workshops and co -creation of recommendations.	<ul style="list-style-type: none"> <li>● Bachelor's or master's degree in economics, social sciences, political sciences, or other areas related to the evaluation topics.</li> <li>● Specialization in the planning and evaluation of policies or programs and projects.</li> <li>● Minimum 6 years of experience in the development of evaluations of interventions in complex settings.</li> <li>● Experience in the use of mixed methods in evaluation: design of data collection instruments, supervision of field personnel, data analysis and preparation of evaluation reports.</li> <li>● Experience of evaluation processes in virtual contexts and management of virtual platforms.</li> <li>● Experience in writing evaluation reports.</li> <li>● Experience in facilitating workshops</li> <li>● Excellent interpersonal relationships</li> <li>● English at professional level (reading and writing)</li> </ul>
Rural development specialist	Supports the design of the methodology from his specialty, performs data collection (interviews or focus groups), analyzes secondary information, provides inputs for the reports.	<ul style="list-style-type: none"> <li>● Bachelor or master's degree in economics, social sciences, or agricultural sciences.</li> <li>● At least 6 years of work experience in rural development or alternative development</li> <li>● Experience in the use of mixed evaluation methods (data collection, processing, and analysis).</li> <li>● Work experience in virtual contexts.</li> <li>● Experience in writing evaluation reports.</li> </ul>

<b>POSITION</b>	<b>ROLE</b>	<b>PROFILE</b>
Public management specialist	Supports the design of the methodology from his specialty, performs data collection (interviews or focus groups), analyzes secondary information, provides inputs for the reports.	<ul style="list-style-type: none"> <li>● Bachelor or master's degree in economics, social sciences, or political sciences.</li> <li>● Specialization in public management</li> <li>● At least 6 years of experience working with public sector entities, including local governments.</li> <li>● Experience in the use of mixed evaluation methods (data collection, processing and analysis).</li> <li>● Work experience in virtual contexts and management of virtual platforms.</li> <li>● Experience in writing evaluation reports</li> </ul>
Junior evaluator	Supports data collection, organizes interviews, supports organization of workshops.	<ul style="list-style-type: none"> <li>● Bachelor of political science, social sciences or other areas related to the study.</li> <li>● At least 3 years of experience as a researcher or junior evaluator.</li> <li>● Experience in the collection and processing of data, preferably in the virtual environment</li> </ul>

## APPENDIX A: PORI OBJECTIVES AND INDICATORS

Indicador	Línea de base (año)		2019	2020	2021	2022	TOTAL
<b>Propósito: Apoyar a DEVIDA en la reducción sostenida de cultivos ilícitos de coca, después de erradicación forzada.</b> <b>Purpose: Help DEVIDA sustain the reduction of illicit coca production after forced eradication.</b>							
Superficie de cultivos de coca en zonas de post-erradicación (ha) <i>Hectarage of coca cultivation in post-eradication areas (ha)</i> Alto Huallaga, Pichis-Palcazu-Pachitea, Aguaytia	2017 (UNODC)	2,492	1,994	1,595	1,276	1,021	1,021
Variación del Ingreso promedio anual total en familias atendidas en áreas de post-erradicación (%) <i>Average annual income variation among participating families in post-eradication areas (%)</i>	2016	13.0	15,3	18.1	21.4	25.2	25.2
<b>Objetivo 1. Apoyar a DEVIDA para que brinde asistencia inmediata en post-erradicación que conduzca a la generación lícita de ingresos de las familias participantes.</b> <b>Objective 1: Support DEVIDA to provide immediate post - eradication assistance that results in licit income generation for participating families.</b>							
Superficie de cultivos asistidos en ámbitos de post-erradicación desagregado por cultivo (ha). Las cifras anuales son acumulativas <i>Hectarage of assisted crops in post-eradication areas, disaggregated by crop (ha)</i>	2017 (SIMDEV)	12,639.0	13,286	13,950	14,618	15,380	15,380
Familias de post-erradicación que comercializan sus productos a través de organizaciones (%) <i>Post-eradication families that sell their products through farmer groups (%)</i>	2017	5.40%	6.75%	8.44%	10.55%	13.18%	13.18%
Productividad del cultivo de cacao (Kg/ha) <i>Productivity of cacao crops (Kg/ha)</i>	2017	508.3	559	615	677	744	744
Productividad del cultivo de café (Kg/ha) <i>Productivity of coffee crops (Kg/ha)</i>	2017	522.3	575	632	695	765	765
Mujeres capacitadas en técnicas productivas (%) Las cifras anuales son acumulativas. <i>Participant women trained on agricultural techniques (%)</i> <i>Cumulative annual figures.</i>	2017	31%	31%	32%	33%	34%	34%
Juntas Vecinales Comunales o Juntas Directivas de Comunidades Nativas que implementaron su Plan de Desarrollo Comunal (%) <i>Community Councils that have implemented their Community Development Plan (%)</i>	2017	69%	72%	75%	75%	75%	75%
<b>Objetivo 2. Apoyar a DEVIDA en mejorar su monitoreo, análisis, planificación y articulación para que los recursos estén disponibles, y las metas estén establecidas apropiadamente y de una manera alineada con los planes de erradicación.</b> <b>Objective 2: Support DEVIDA in improving its monitoring, analysis, planning and coordination so that resources are available, and targets are appropriately set</b>							

<b>and in line with eradication plans.</b>							
Comunidades intervenidas con erradicación. con potencial para desarrollo alternativo (%) <i>Communities both eradicated and participating in post-eradication activities that have the potential to succeed in Alternative Development (%)</i>	2017	50%	60%	60%	60%	60%	60%
Porcentaje de las hectáreas de cultivos asistidos georeferenciadas en ámbitos de post-erradicación (%) <i>Percentage of assisted hectares of crops that have been georeferenced (%)</i>	2017	91%	93%	95%	98%	100%	100%
<b>Objetivo 3: Apoyar a DEVIDA a brindar asistencia técnica a los Gobiernos Locales para mejorar los proyectos de inversión pública en el marco de los Programas Presupuestales de DEVIDA.</b> <b>Objective 3: Support DEVIDA to provide technical assistance to local governments so that public investment projects improve within the framework of DEVIDA's Budgetary Programs.</b>							
Porcentaje de la población con una percepción positiva sobre la presencia del estado (Gobierno Nacional y Gobiernos Locales) en ámbitos de Desarrollo Alternativo con especial énfasis en zonas de post-erradicación (%) <i>Percentage population with a positive perception of State presence in Alternative Development areas and particularly in post-eradication zones</i>	2017	SD	10	15	20	20	20
Número de Gobiernos Locales que reciben asistencia técnica por parte de DEVIDA <i>Number of Local Governments that receive technical assistance from DEVIDA</i>	2017	18	18	18	18	18	18

## APPENDIX B: FID OBJECTIVES AND INDICATORS

N°	Indicador	Resultado medido por el indicador	Origen del indicador	Nivel del indicador	Unidad de medida	Frecuencia de reporte	Línea de Base		Metas por Año Fiscal					Meta Acumulada
							Año	Valor	2019	2020	2021	2022	2023	
<b>Propósito: Mejora de inversión pública y de ingresos en los hogares en las zonas objetivo</b>														
<b>Purpose: Improved public investment and household incomes in targeted areas</b>														
1.1	Cantidad de inversión pública ejecutada en las zonas objetivo del FID  <i>Amount of public investment executed in FID targeted areas</i>	Mejora de la ejecución de la inversión pública del gobierno en el territorio (distritos) del ámbito de acción del FID.	Contrato	Impacto	Millones de dólares	Anual	2018	\$231	\$58	\$123	\$200	\$270	\$300	\$300
1.2	Cambio (reducción) en al menos una brecha en el acceso a servicios públicos (agua, saneamiento, electricidad, caminos, etc.) en municipios asistidos  <i>Change (reduction) in at least one gap in access to public services (water, sanitation, electricity, roads, etc.) in assisted municipalities.</i>	Reducción de la brecha de acceso a un servicio público en el territorio de cada gobierno local	Contrato	Impacto	TBD	Bianual	2018	TBD	N/A	N/A	TBD	N/A	TBD	TBD
1.3	Variación porcentual del ingreso promedio anual de las familias objetivo en las zonas en post-	Incremento del ingreso anual de las familias en ámbito post-erradicación	Contrato	Impacto	Variación porcentual	Bianual	2018	11%	0%	10%	N/A	20%	N/A	20%

N°	Indicador	Resultado medido por el indicador	Origen del indicador	Nivel del indicador	Unidad de medida	Frecuencia de reporte	Línea de Base		Metas por Año Fiscal					Meta Acumulada
							Año	Valor	2019	2020	2021	2022	2023	
	erradicación <i>Percentage change in average annual income of target households in post-eradication areas</i>													
<b>Resultados de DEVIDA</b> <b>DEVIDA Results</b>														
ID.1	Número de nuevas familias beneficiadas por actividades de post-erradicación en las zonas objetivo <i>Number of new households benefited by post-eradication activities in targeted areas</i>	Incremento de nuevas familias beneficiadas por post-erradicación	Contrato	Resultado de DEVIDA	Número de nuevas familias	Anual	2018	1,453	1,000	1,500	1,750	2,250	2,500	9,000
ID.2	Número de nuevas hectáreas de cultivos alternativos instalados <i>Number of new hectares of alternative crops installed</i>	Incremento de nuevas hectáreas de cultivos alternativos instalados	Contrato	Resultado de DEVIDA	Número de nuevas hectáreas	Anual	2018	4,169	TBD	6,000	6,000	6,000	6,000	24,000
<b>Resultado 1: DEVIDA facilita la presencia del Estado de manera más eficaz y brinda asistencia post-erradicación</b> <b>Outcome 1: DEVIDA more effectively facilitates State presence and delivers post-eradication assistance</b>														
R1.1	Porcentaje de avance del nivel de ejecución del Plan Anual de Contrataciones - PAC de DEVIDA <i>Percentage of progress in level of</i>	Mejora de las capacidades institucionales de DEVIDA para ejecutar el Plan Anual de Contrataciones.	Contrato (modificado)	Resultado	Porcentaje	Anual	2018	51.55%	15%	60%	65%	70%	75%	75%

N°	Indicador	Resultado medido por el indicador	Origen del indicador	Nivel del indicador	Unidad de medida	Frecuencia de reporte	Línea de Base		Metas por Año Fiscal					Meta Acumulada
							Año	Valor	2019	2020	2021	2022	2023	
	<i>execution of DEVIDA's Annual Procurement Plan (PAC)</i>													
R1.2	Número de políticas, planes e instrumentos de gestión de DEVIDA que incorporan los enfoques de género e Interculturalidad  <i>Number of DEVIDA policies, plans, and management instruments that incorporate a gender and intercultural approach</i>	Instrumentos de gestión de DEVIDA con enfoques de género e interculturalidad formulados.	Contrato (modificado)	Resultado	Número de instrumentos	Anual	N/A	N/A	0	1	2	3	4	10
R1.3	Número de organizaciones comunitarias que gestionan iniciativas para acceder a fondos públicos y privados para el desarrollo  <i>Number of community organizations managing initiatives to access public and private development funds</i>	Mayor cantidad de organizaciones comunitarias que acceden a fondos públicos y privados orientados al desarrollo comunitario / productivo.	Contrato (modificado)	Resultado	Número de organizaciones comunitarias	Anual	N/A	N/A	0	40	60	70	80	80
<b>Resultado 2: Comunidades organizadas para definir, abogar por e implementar prioridades de desarrollo social y económico</b> <b>Outcome 2: Communities organized to define, advocate for, and implement social and economic development priorities</b>														



N°	Indicador	Resultado medido por el indicador	Origen del indicador	Nivel del indicador	Unidad de medida	Frecuencia de reporte	Línea de Base		Metas por Año Fiscal					Meta Acumulada
							Año	Valor	2019	2020	2021	2022	2023	
R.2.1	Valor de los fondos por tipo, asegurados para organizaciones comunitarias  <i>Value of funds by type, secured for community organizations</i>	Incremento de recursos económicos asegurados para iniciativas de desarrollo comunitarias.	Contrato	Resultado	Millones de dólares	Anual	N/A	N/A	0	\$1.5	\$3.0	\$5.5	\$5.0	\$15
R.2.2	Porcentaje de organizaciones del ámbito del proyecto que mejoran su Índice de Capital Social  <i>Percentage of post-eradication organizations that improve their social capital index</i>	Mejora de la capacidad de gestión interna y externa de las organizaciones comunitarias	Contrato	Resultado	Porcentaje de organizaciones	Bianual	N/A	N/A	N/A	N/A	20%	N/A	50%	50%
<b>Resultado 3: Los gobiernos nacionales y subnacionales responden mejor a la demanda de servicios y facilitan las condiciones para el desarrollo económico local en las zonas objetivo</b> <b>Outcome 3: National and sub-national governments better respond to the demand for services and facilitate the conditions for local economic development in targeted areas</b>														
R.3.1	Porcentaje de gobiernos locales apoyados por el proyecto que mejoran su Índice de Capacidad Institucional  <i>Percentage of local governments supported by the project that improve their institutional capacity index</i>	Mejora de la capacidad de gestión institucional de los gobiernos locales	Contrato (modificado)	Resultado	Porcentaje de gobiernos locales	Anual	N/A	N/A	N/A	25%	50%	70%	N/A	70%

N°	Indicador	Resultado medido por el indicador	Origen del indicador	Nivel del indicador	Unidad de medida	Frecuencia de reporte	Línea de Base		Metas por Año Fiscal					Meta Acumulada
							Año	Valor	2019	2020	2021	2022	2023	
R.3.2	Valor de fondos captados por los gobiernos locales como resultado de la intervención del proyecto  <i>Value of funds raised by local governments as a result of project intervention</i>	Incremento de cantidad de fondos presupuestales gestionados por los gobiernos locales	Contrato	Resultado	Millones de dólares	Anual	N/A	N/A	\$0	\$2	\$6	\$7	\$5	\$20

# APPENDIX C: DATA COLLECTION INSTRUMENTS

## INTERVIEW GUIDE TO DEVIDA OFFICIALS AND TECHNICIANS (Central Level)

Dear Sir/Madam, my name is (...). I work for Evalúa consulting firm and we are conducting a study on the activities carried out in the MULTI-ANNUAL PLAN FOR INSTITUTIONAL STRENGTHENING OF DEVIDA (PORI) and INSTITUTIONAL STRENGTHENING OF DEVIDA (FID). This study focuses on the objectives achieved, the generation of sustainable changes, and the promotion of gender and inclusion achieved. Therefore, it will be important to know your views on the matter.

We remind you that all the information you provide us will be strictly confidential and will be used only for study purposes. Likewise, no personal data will be used, and you can decide not to answer or withdraw from the interview, if you consider it pertinent.

Before we start, I would like to ask you to give me your informed consent to record the interview and start it. Do you agree with this?

<b>Interview date</b>		<b>Start time</b>		<b>End time</b>	
<b>Position</b>			<b>Region/office</b>		

### I. IDENTIFICATION DATA

1. What position do you hold in this institution? What are your specific roles?
2. How long have you been in this position?

### II. PARTICIPATION IN DEVIDA

3. How long have you been working at DEVIDA? o In what period or periods did you participate in DEVIDA - PORI? How do you participate?

#### Goal achievement

4. In your opinion, is USAID's support to DEVIDA for post-eradication technical assistance to farmers managing to generate legal income for farmers? Please tell me the reasons for your answer.
5. Did the reports and studies on the intervention of DEVIDA with the support of PORI - USAID generate information in the expected time? Were they useful and of quality for decision-making at the national level and in the areas of intervention? Do you share information collected with Regional Governments and Local Governments?
6. Has the information collected and analyzed made it possible to choose the most viable communities to be intervened? Does the methodology and experience applied in Padre Abad work? What would be the strengths of this methodology? How can the methodology be improved?
7. What information was the most relevant and contributed the most to the expected achievements of the activities (PORI)?
8. What are the strengths of DEVIDA's training program for professionals and technicians for intervention through PORI? Does the technical assistance provided by DEVIDA to local governments mean greater and better public investment aligned with the needs and priorities of the population? Do you coordinate the type of technical assistance that DEVIDA provides with Local Governments? Do you consider that the coordination channels for technical assistance to GLs are the most appropriate? What strengths do you find in the GLs so that the assistance can be more impactful?

9. What do you consider to be the main limitations for the implementation of DEVIDA - PORI? How have you resolved these limitations? What actions were successfully carried out to overcome the limitations of technical assistance? How do you think these limitations could be overcome?
10. How has the COVID 19 pandemic impacted the implementation of PORI activities? How have you dealt with these impacts? What actions developed in the face of the pandemic could be improved?

#### **Generation of sustainable changes in the beneficiaries.**

11. Do you have evidence that PORI has generated individual, community and institutional changes? Could you elaborate on such evidences?
12. Of the technical assistance provided by PORI (DEVIDA) which ones have been most welcomed by the population? Which have had the greatest impact? And in the objectives of seeking legal income?
13. In addition to the support for farmers to attend events to promote their products and access markets, did they have limitations and desired results? What activities do you consider necessary to improve access to markets? What other activities do you consider would be necessary so that the alternative products can have greater commercialization?
14. What have been the main actions developed to achieve community development and social cohesion? What important results have they had? Limitations?
15. Taking as reference the original design of DEVIDA – PORI, were there unforeseen and favorable achievements in the technical assistance provided to the population? Tell me about it.
16. From your perspective, what are the most important achievements of DEVIDA's intervention through PORI activities? Which ones are more sustainable?
17. What would be the strengths of the DEVIDA (PORI) intervention?
18. Has PORI contributed to the achievements of DEVIDA? What aspects are the most important that have favored the achievements? How did these aspects contribute to the achievements? (Explore synergies, networking and articulation, duplication of functions or complementarity)
19. What could be adjusted or changed in the PORI strategy to achieve greater success in DEVIDA's objectives?

#### **Promotion of gender equality and inclusion**

20. What do you think about the empowerment of women? ¿Do you consider it important and pertinent to support this type of experience? What do you consider to be the most important or relevant actions to carry out?
21. Do you consider that PORI's activities have fostered the empowerment of women in the economic and social activities promoted by DEVIDA? How have they achieved this?
22. What do you think about the inclusion of women in the intervention of DEVIDA, from PORI? Does this make the intervention more complex? Why?
23. Has PORI promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, LGBTIQ)? How have you achieved this?

#### **Lessons learned**

24. Could you tell me what lessons you can identify from the DEVIDA intervention with the PORI activities?
25. What things would you change, do better or could improve?

### **III. PARTICIPATION IN THE FID**

26. Since when do you participate in the FID?, In what period/periods did you participate in the FID? How do you participate/did you participate?

#### **Goal Achievement**

27. Were you part of the review of the DEVIDA Management Instruments? of what instruments? How did you participate?
28. What was the specific support provided by USAID in this activity?
29. Do you consider that USAID's support was relevant in the revision of these instruments? What do you think were its main contributions? What were the main difficulties or limitations?
30. Were you part of the strengthening of DEVIDA's monitoring and assessment system? How did you participate?
31. What was the specific support provided by USAID in this activity?
32. Do you consider that USAID's support was relevant in the revision of these instruments? What do you think were its main contributions? What were the main difficulties or limitations?
33. Were you part of the strengthening of DEVIDA's public procurement system? How did you participate?
34. How has the monitoring and assessment work been carried out? Elaborate on mechanisms and systems.
35. What was the specific support provided by USAID in this activity?
36. Do you consider that USAID's support was relevant in the revision of these instruments? What do you think were its main contributions? What were the main difficulties or limitations?
37. How has the COVID 19 pandemic impacted the implementation of the activities? How have you dealt with these impacts? What actions developed in the face of the pandemic could improve?

#### **Generation of sustainable changes in the beneficiaries**

38. What do you consider to be the changes and positive aspects achieved in the communities?
39. Do you have evidence that FID has generated individual, community and institutional changes? Could you elaborate on such evidences?
40. Do you think that these changes can be sustainable over time?
41. What actors or allies or conditions would be needed for them to be sustainable?
42. Taking the original design of the FID as a reference, were there unforeseen and favorable achievements in the technical assistance provided to the population?
43. From your perspective, what are the most important achievements of DEVIDA's intervention through FID activities? Which ones are more sustainable?
44. What would be the strengths of the DEVIDA (FID) intervention?
45. Has FID contributed to the achievements of DEVIDA? What aspects are the most important that have favored the achievements? How did these aspects contribute to the achievements? (Explore synergies, networking and articulation, duplication of functions or complementarity).
46. What could be adjusted or changed in the FID strategy to achieve greater success in DEVIDA's objectives?

#### **Promotion of gender equality and inclusion**

47. What do you think about the empowerment of women? ¿Do you consider it important and pertinent to support this type of experience? What do you consider to be the most important or relevant actions to carry out?
48. Does this make the intervention more complex? Why?
49. Do you consider that the activities of DEVIDA from the FID have promoted the empowerment and decision-making of women producers from the communities in economic and social activities?
50. What do you consider have been the most important actions carried out? Could you identify which populations and/or in which areas?
51. What limitations have you seen and how have you overcome them?

52. What do you know about the Gender Plan carried out in 2019 by DEVIDA? Was it implemented? Yes? No? Why?
53. Do you think that the activities carried out by DEVIDA from the FID in the communities have promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, LGBTIQ)? How have you achieved this?

**Lessons learned**

54. Could you tell me what lessons you can identify from the DEVIDA from the FID?
55. What things would you change, do better or could improve?

Thank you for your participation.

## INTERVIEW GUIDE FOR CHEMONICS - FID OFFICIALS

Dear Sir/Madam, my name is (...). I am working for EnCompass/MELS and we are carrying out a study on the activities developed in the **MULTI-ANNUAL OPERATIONAL PLAN FOR INSTITUTIONAL STRENGTHENING OF DEVIDA (PORI)**. This study focuses on the achievements obtained, the changes generated and the promotion of gender equality and inclusion. Therefore, it will be important to know your thoughts on the matter. Your answers, opinions and ideas are very important for the task that we are carrying out.

I want you to feel free to express what you think, even if other people don't think the same. If you don't agree with what is being discussed, please let us know. Also, if you do not want to answer a question you are not obliged to do so. I inform you that the interview will last approximately between 60 and 90 minutes.

I also want to inform you that your responses will remain confidential. No one outside of this group will find out what you said. The study team will take notes during the interview. However, since we cannot take note of everything, we would like to record this meeting. We will keep all files protected and all recordings will be destroyed at the end of the study.

We remind you that all the information you provide will be strictly confidential and will be used only for study purposes, respecting your right to confidentiality. In addition, it will be destroyed after analyzing it. Likewise, no personal data will be used, and you can decide not to answer or withdraw from the interview, if you consider it pertinent.

Finally, I assure you that there are no major risks regarding your participation in this interview, and the information you provide us will help improve the strategies and activities developed by DEVIDA, which will lead to a higher level of development in the targeted areas.

Before we start, I would like to ask you to give me your **informed consent** to record the interview and start it. Do you agree with this?

<b>Interview date</b>		<b>Start time</b>		<b>End time</b>	
<b>Position</b>			<b>Region/office</b>		

### I. IDENTIFICATION DATA

1. What position do you hold in this institution? What are your specific roles?
2. How long have you been in this position?
3. What do you know about the FID? How is it implemented? How does it complement other activities carried out by DEVIDA concerning alternative development?

#### Theory of change

4. Was the target population what was planned at the beginning of the intervention or did it change over time? How did that target population change and why?
5. Of the results that were planned to be achieved, which do you think will be achieved and which will not?
6. Are there results that were not planned and yet you believe they will be achieved?
7. Of the allies you initially considered for joint work, which ones were you unable to work with? Which ones were included?



8. Do you consider that the assumptions that were initially formulated for the project are maintained or have they changed?
9. Are the services currently delivered to the beneficiary population the same as those planned at the beginning of the project or have they changed?

### **Goal Achievement**

10. Regarding the review of management instruments: What do you think were its main contributions? What were the main difficulties or limitations?
11. Were you part of the strengthening of DEVIDA's monitoring and assessment system carried out by the FID? How did you participate?
12. What was the specific support provided by FID in this activity? Do you consider that FID's support was relevant in the revision of these instruments? What do you think were its main contributions? What were the main difficulties or limitations?
13. Were you part of the strengthening of DEVIDA's public procurement system promoted by FID? How did you participate?
14. What was the specific support provided by FID in this activity?
15. Do you consider that FID's support was relevant in this strengthening? What do you think were its main contributions? What were the main difficulties or limitations?
16. What do you think of FID's support to DEVIDA for the strengthening of the coordinating and articulating role for the design and implementation of policies and intervention models for comprehensive and sustainable alternative development in the country and at the local level? Why?
17. What is the progress made in strengthening the capacities of local governments for a greater offer of services? What evidence do you have about it?
18. Do you consider that FID has achieved the generation of local development conditions? Why? What are these conditions or aspects of local development? What evidence do you have about it?
19. How has the COVID 19 pandemic impacted the implementation of the activities? How have you dealt with these impacts? What actions developed in the face of the pandemic could improve?

### **Generation of sustainable changes in the beneficiaries**

20. What do you consider to be the changes and positive aspects achieved in the communities by the FID?
21. Do you have evidence that FID has generated individual, community and institutional changes? Could you elaborate on such evidences?
22. Do you think that these changes can be sustainable over time? Why?
23. What actors or allies or conditions would be needed for them to be sustainable?
24. What would be the strengths of FID's intervention?
25. Has FID contributed to the achievements of DEVIDA? What aspects are the most important that have favored the achievements? How did these aspects contribute to the achievements? (Explore synergies, networking and articulation, duplication of functions or complementarity).

### **Promotion of gender equality and inclusion**

26. What do you think about the empowerment of women? ¿Do you consider it important and pertinent to support this type of experience? What do you consider to be the most important or relevant actions to carry out?
27. Do you consider that FID's activities have fostered the empowerment of women in the economic and social activities promoted by DEVIDA? How have they achieved this?

28. What do you think about the inclusion of women in DEVIDA's intervention, from the FID? Does this make the intervention more complex? Why? What about decision-making processes and management positions?
29. Has FID promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, LGBTIQ)? How have you achieved this?

**Lessons learned**

30. Could you tell me what lessons you can identify from FID's intervention?
31. What things would you change, do better or could improve?

**Best practices**

32. Comment on the successful cases to be considered as best practices (generation, innovation, recognition, escalation). Indicate which would be the most recognized. Why?

How can these actions be replicated or carried out in other areas and/or with other organizations?

Thank you for your participation.

## INTERVIEW GUIDE FOR OFFICERS FROM ZONAL OFFICES - DEVIDA

(Note: at the beginning, check that you are a member from the DEVIDA (PORI) or FID team so as to specify the question when necessary)

Dear Sir/Madam, my name is (...). I work for Evalúa consulting firm and we are conducting a study on the activities carried out in the MULTI-ANNUAL PLAN FOR INSTITUTIONAL STRENGTHENING OF DEVIDA (PORI) and INSTITUTIONAL STRENGTHENING OF DEVIDA (**FID**). This study focuses on the objectives achieved, the generation of sustainable changes, and the promotion of gender and inclusion achieved. Therefore, it will be important to know your views on the matter.

We remind you that all the information you provide us will be strictly confidential and will be used only for study purposes. Likewise, no personal data will be used, and you can decide not to answer or withdraw from the interview, if you consider it pertinent.

Before we start, I would like to ask you to give me your informed consent to record the interview and start it. Do you agree with this?

<b>Interview date</b>		<b>Start time</b>		<b>End time</b>	
<b>Position</b>			<b>Region/office</b>		

### I. IDENTIFICATION DATA

1. What are your specific duties for your position?
2. How long have you been in this position?

### II. PARTICIPATION IN DEVIDA/FID

#### Goal Achievement

3. How was coordination managed by the implementation team of the activity with you and with the specialists of the Zonal Office under your responsibility?
4. Do you consider that the technical assistance provided by DEVIDA to local governments has been useful for producers and the community?
5. How? What about associative, productive, commercial development?
6. How do you think producers perceive the technical assistance provided? Elaborate on this.
7. Do you consider that DEVIDA/ FID/ PORI provided greater and better public investment aligned with the needs and priorities of the population? Tell me about corroborating evidence.
8. Do you consider that the population perceives the greatest application of this investment?
9. Why? Is there evidence about it? Tell me about it.
10. Do you consider that DEVIDA/FID/PORI has promoted economic improvements in organizations to carry out development activities or initiatives in your community?
11. Do you consider that the activities and interventions of DEVIDA/FID/PORI have improved the internal and external management capacity of community organizations? Tell me about any improvements within the organizations and with the population of producers. If there are improvements in the work with networks or in the organization with respect to others.
12. How has the monitoring and assessment work been carried out? Elaborate on mechanisms and systems.

13. Was the information and research generated by DEVIDA in the expected time, useful and of quality for decision-making at the national level and in the areas of intervention?
14. Do you consider that the processes supported by FID (planning, monitoring, procurement, human resources) have generated changes in the institutional performance of DEVIDA at the national level and in the areas of intervention?
15. What is the progress in strengthening the coordinating and articulating role of DEVIDA/FID/PORI for the design and implementation of policies and intervention models for comprehensive and sustainable alternative development in the country and at the local level?
16. What is the progress in strengthening the capacities of local governments for a greater offer of services and the generation of conditions for local development?
17. What have been the key success factors of all these activities carried out by DEVIDA/FID/PORI? Tell me about it.
18. Regarding involvement, what factors facilitated the work with the associations? What elements facilitated the work with producers?
19. What were the main limitations or challenges that DEVIDA/FID/PORI faced during the implementation of their activities in local governments? Tell me about it. (Investigate due to insufficient information on progress in the implementation of activities).
20. What were the main limitations or challenges faced by DEVIDA /PORI (installation of coffee and cacao crops, pest control, and participation in fairs).
21. What other information and how often do you think the activity implementation team should report to you?
22. Are there any limitations that have not yet been overcome? Explain why.
23. How has the COVID 19 pandemic impacted the implementation of activities? What did you do to deal with this?

#### **Generation of sustainable changes in the beneficiaries.**

24. Do you think that the implementation of the activity in this locality can generate positive changes in the area where the zonal office is located? Why? Tell me about it.
25. What do you consider to be the changes and positive aspects achieved in the producers and in the community?
26. Do you have evidence that DEVIDA/FID/PORI has generated individual, community and institutional changes in the producers and the community? Could you comment on this evidence?
27. Do you think that these changes can be sustainable over time?
28. How has the work with the neighborhood councils been? Explain.
29. What actors or allies or conditions would be needed for them to be sustainable?
30. Do you consider that DEVIDA/FID/PORI has established lines of complementarity and synergies with interventions from other donors? And what about the public budget? (Explore synergies, networking and articulation, duplication of functions or complementarity).
31. What would you propose to improve the implementation process of the activities?
32. What would you propose to give sustainability to the technical assistance provided to producers and local governments? And would this be possible directly with the population, organization or local government?

#### **Promotion of gender equality and inclusion**

33. What do you think about the empowerment of women? ¿Do you consider it important and pertinent to support this type of experience? What do you consider to be the most important or relevant actions to carry out?
34. Does this make the intervention more complex? Why?
35. Do you consider that DEVIDA/FID/PORI has promoted greater participation of women in organizations? Has this been positive in promoting equity between men and women in decision-making? Tell me about it.
36. Do you consider that networking has been strengthened? Tell me about it.
37. To what extent have the actions developed by DEVIDA/FID/PORI promoted the empowerment of women in productive, commercial, financial, political and community participation activities? Tell me about it.
38. Have the actions developed by DEVIDA/FID/PORI promoted gender equality and inclusion? Tell me about it.
39. Have the actions developed by DEVIDA/FID/PORI promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, LGBTIQ)? Tell me about this. What do you think has been the most successful action? Why? Can you show any evidence?

### **Lessons learned**

40. What have you learned from your participation in these activities promoted by DEVIDA/PORI/FID/USAID? Tell me about it.
41. What things would you change, do better or could improve?

### **Identified best practices**

42. What can you tell me about the achievements obtained with the implementation of the activities? (Explore the activities that correspond and those that you consider most emblematic/successful). Indicate which would be the most recognized. Can other aspects be achieved?
43. Achievements by the organizations? Achievements by DEVIDA/FID/PORI? Tell me about it.
44. How can these actions be replicated or carried out in other areas and/or with other organizations?

Thank you for your participation.

## INTERVIEW GUIDE FOR LOCAL GOVERNMENT AUTHORITIES AND OFFICIALS

Dear Sir/Madam, my name is (...). I work for Evalúa consulting firm and we are conducting a study on the activities carried out in the MULTI-ANNUAL PLAN FOR INSTITUTIONAL STRENGTHENING OF DEVIDA (PORI) and INSTITUTIONAL STRENGTHENING OF DEVIDA (**FID**). This study focuses on the objectives achieved, the generation of sustainable changes, and the promotion of gender and inclusion achieved. Therefore, it will be important to know your views on the matter.

We remind you that all the information you provide us will be strictly confidential and will be used only for study purposes. Likewise, no personal data will be used, and you can decide not to answer or withdraw from the interview, if you consider it pertinent.

Before we start, I would like to ask you to give me your informed consent to record the interview and start it. Do you agree with this?

<b>Interview date</b>		<b>Start time</b>		<b>End time</b>	
<b>Position</b>			<b>Region/office</b>		

### I. IDENTIFICATION DATA

1. What position do you hold in this institution? What are your specific roles?
2. How long have you been in this position?

### II. PARTICIPATION IN DEVIDA (This applies if you are a DEVIDA official involved in PORI activities)

3. Since when or in what periods have you participated in the activities carried out by DEVIDA? How do you participate?

#### Goal Achievement

4. How does the GR (GL) participate or has participated in the post-eradication activities supported by DEVIDA?
5. Does the GR (or GL) also participate in financing the installation and maintenance of new hectares of alternative crops? Or, how does the GR (GL) participate in the installation and maintenance of new hectares of alternative crops? What positive aspects does DEVIDA's participation have in the installation and maintenance of new alternative crops? What should be improved about these activities?
6. DEVIDA collects information for better planning and action with the activities it promotes. Do you participate in the collection of information? Does DEVIDA share the information it collects? What aspects should be improved so that there is better information on the actions carried out by DEVIDA?
7. Does DEVIDA consult you about which areas or places should be eradicated? Or if the areas that DEVIDA chose for eradication are viable or not? How should the selection of eradication areas be improved?
8. Does DEVIDA support you in your Public Investment Projects? What are the strengths that you recognize in the support in the PIPs? And what are the strengths of DEVIDA's support for budget management? In both cases, what and how should DEVIDA's action be improved?

#### Generation of sustainable changes in the beneficiaries.

9. Do you have evidence that DEVIDA has generated individual, community and institutional changes? Could you comment on this evidence?
10. What alternative crops have been most popular among farmers? What is the reason for this?

11. Within your jurisdiction, how is the environmental conservation approach organized and developed in alternative crops? Is this approach feasible in your region (or GL)?
12. Has DEVIDA's intervention, which promotes association and networking among farmers, generated productive and social improvements? If there are improvements, can you please tell us about a case?
13. What limitations does the technical assistance provided have? What strengths have you seen? How can you improve DEVIDA's technical assistance for farmers?
14. When farmers attend, supported by DEVIDA, promotion, marketing and market access events for their alternative products. Is it a good alternative? What aspects need improvement?
15. How has the promotion of community development and social cohesion been through the Neighborhood Councils promoted by DEVIDA? What are the strengths that you find in these activities? How can these types of interventions be further improved? How to make it sustainable over time?
16. What are the most important achievements of DEVIDA's intervention through the activities it develops? Which ones are more sustainable?
17. What would be the strengths of DEVIDA's intervention?
18. How have you contributed to the activities of DEVIDA? What aspects are the most important that have favored the achievements? How did these aspects contribute to the achievements? (Explore synergies, networking and articulation, duplication of functions or complementarity).
19. What could be adjusted or changed in DEVIDA's strategy to achieve greater success in the eradication objectives and generation of more income for farmers?

#### **Promotion of gender equality and inclusion**

20. What do you think about the empowerment of women? ¿Do you consider it important and pertinent to support this type of experience? What do you consider to be the most important or relevant actions to carry out?
21. Does this make the intervention more complex? Why?
22. In the Gender Action Plan that DEVIDA develops in its intervention, how does your GR or (GL) participate? Do you have any examples of women who have led their own business or production?
23. Have the productive skills that DEVIDA has generated in women been certified? Does your GR (or GL) participate in it? How should this certification be improved?
24. Do you consider that the activities promoted by DEVIDA have fostered the empowerment and decision-making of women producers in the communities in economic and social activities? What do you consider have been the most important actions carried out? What limitations have you seen and how to overcome them?
25. Do you consider that DEVIDA activities have promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, LGBTIQ)? How have you achieved this?

#### **Lessons learned**

26. Could you tell me what lessons you can identify from the DEVIDA activities?
27. What things would you change, do better or could improve?

### **III. PARTICIPATION IN FID (It applies if you are a DEVIDA official involved in FID activities)**

28. Since when do you participate in the FID? o In what period/periods did you participate in the FID? How do you participate/have participated? In what activities?

#### **Goal Achievement**

29. Were you part of the preparation of the Multiannual Investment Programming (PMI) of your municipality? How did you participate, in what activities?
30. What was the specific support provided by USAID in this activity?

31. Do you consider that the support of USAID was relevant in the preparation of this Programming? What do you think were its main contributions? What were the main difficulties or limitations?
32. Do you know if the progress of investments is monitored in your Municipality? Under what system or modality?
33. Has USAID, through the FID, supported the monitoring of these investments? In what way, what was the concrete support for this activity?
34. Were you part of the PEI/POI update? How did you participate, in what activities?
35. What was the specific support provided by USAID in this activity?
36. Do you consider that USAID's support was relevant in updating these instruments? What do you think were its main contributions? What were the main difficulties or limitations?
37. What activities have been carried out to strengthen REMURPE from your municipality? Have you participated in these?
38. What was the specific support provided by USAID in this activity?
39. Do you consider that USAID's support was relevant in updating these instruments? What do you think were its main contributions? What were the main difficulties or limitations?
40. How has the COVID 19 pandemic impacted the implementation of activities? How have you faced the COVID-19 pandemic to implement FID activities?
41. Taking the original design of the FID as a reference, were there unforeseen and favorable achievements in the technical assistance provided to the municipality?

#### **Generation of sustainable changes in the beneficiaries.**

42. What do you consider to be the changes and positive aspects achieved in the communities?
43. Do you have evidence that FID has generated individual, community and institutional changes? Could you comment on this evidence?
44. Do you think that these changes can be sustainable over time?
45. What actors or allies or conditions would be needed for them to be sustainable?
46. From your perspective, what are the most important achievements of DEVIDA's intervention through FID activities? Which ones are more sustainable?
47. What would be the strengths of DEVIDA's intervention through FID activities?
48. Do you consider that FID has contributed to the achievements reached by DEVIDA? What aspects are the most important that have favored the achievements reached? How did these aspects contribute to the achievements? (Explore synergies, networking and articulation, duplication of functions or complementarity).
49. What could be adjusted or changed in the FID strategy to achieve greater success in DEVIDA's objectives?

#### **Promotion of gender equality and inclusion**

50. What do you think about the empowerment of women? ¿Do you consider it important and pertinent to support this type of experience? What do you consider to be the most important or relevant actions to carry out?
51. Does this make the intervention more complex? Why?
52. Do you consider that the activities promoted by the FID have promoted the empowerment and decision-making of women producers in the communities in economic and social activities? What do you consider have been the most important actions carried out? What limitations have you seen and how have you overcome them?
53. Do you think that the activities carried out by DEVIDA/FID/USAID in the communities have promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, LGBTIQ)? How have you achieved this?



**Lessons learned**

54. Could you tell me what lessons you can identify from the DEVIDA activities?
55. What things would you change, do better or could improve?

Thank you for your participation.

## INTERVIEW GUIDE FOR LEADERS REPRESENTATIVES OF ASSOCIATIONS, ORGANIZATIONS OR COMMUNITY LEADERS

Dear Sir/Madam, my name is (...). I work for Evalúa consulting firm and we are conducting a study on the activities carried out in the MULTI-ANNUAL PLAN FOR INSTITUTIONAL STRENGTHENING OF DEVIDA (PORI) and INSTITUTIONAL STRENGTHENING OF DEVIDA (**FID**). This study focuses on the objectives achieved, the generation of sustainable changes, and the promotion of gender and inclusion achieved. Therefore, it will be important to know your views on the matter.

We remind you that all the information you provide us will be strictly confidential and will be used only for study purposes. Likewise, no personal data will be used, and you can decide not to answer or withdraw from the interview, if you consider it pertinent.

Before we start, I would like to ask you to give me your informed consent to record the interview and start it. Do you agree with this?

<b>Interview date</b>		<b>Start time</b>		<b>End time</b>	
<b>Position</b>			<b>Region/office</b>		

### IDENTIFICATION DATA

1. What position do you hold in this institution? What are your specific roles?
2. How long have you been in this position?

### Goal Achievement

3. What are the most important activities carried out by DEVIDA/FID/USAID? (Explore the activities that correspond to the FID and that you consider most emblematic/successful).
4. How did your participation go?
5. Do you think they have been successful? Why?
6. What do you consider have been the main limitations or challenges that DEVIDA/FID/USAID has had during the performance of its activities? What was done to solve them?
7. Do you think that the COVID 19 pandemic has influenced or affected the activities in any way? Tell me about this.
8. Do you think that unforeseen results have been achieved with some of the activities?
9. Do you consider that the technical assistance/training provided by DEVIDA/FID/USAID has been useful? Has it been what you needed?
10. What limitations did you find?
11. Do you consider that the self-management of organized producers has been strengthened?
12. How? What about associative, productive, commercial development?
13. Do you consider that DEVIDA/FID/USAID has promoted economic improvements in your organization to carry out development activities or initiatives in your community?
14. Do you consider that the activities and interventions of DEVIDA/FID/USAID have improved the internal and external management capacity of community organizations? Tell me about it if there are improvements within your organization and with the population of producers.

### **Generation of sustainable changes in the beneficiaries**

15. At the beginning of the DEVIDA/FID/USAID intervention, what was the situation of the producer organization in terms of associative, productive and commercial development?
16. How is it now?
17. Is there evidence that FID has generated individual and community changes?
18. To what extent are DEVIDA/FID/USAID generating useful changes for you that can be maintained and continued over time?
19. What are those changes?
20. What favors and makes these changes possible? Explore by aspects in the population, in the organization, management, activities, economic aspects, etc.
21. Can sustainability factors be identified for the results obtained?

### **Promotion of gender equality and inclusion**

22. What do you think about the empowerment and participation of women? Do you consider it important and positive to support this type of experience? Do you think it complicates the activities that have been carried out? (Explore if there are negative perceptions about it. What do you consider to be the most important or relevant actions to carry out?)
23. Do you consider that DEVIDA/FID/USAID has promoted greater participation of women in organizations? Has this been positive in promoting equity between men and women in decision-making? Tell me about it.
24. Do you consider that networking has been strengthened? Tell me about it.
25. To what extent is the empowerment of women promoted in productive, commercial, financial, political and community participation activities? Tell me about it.
26. Have the actions developed by DEVIDA/FID/USAID promoted gender equality and inclusion? Tell me about it.
27. Have the actions developed by DEVIDA/FID/USAID promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, LGBTIQ)? Tell me about this.

### **Lessons learned**

28. What have you learned from your participation in these activities promoted by DEVIDA/FID/USAID? Tell me about it.
29. What things would you change, do better or could improve?

### **Identified best practices**

30. What do you think are the most positive actions of all the work done so far? (Explore the activities that correspond to the FID and that they consider most emblematic/successful).
31. Achieved by the organizations? Achieved by DEVIDA/FID/USAID? Tell me about it.
32. How can these actions be replicated or carried out in other areas and/or with other organizations?

Thank you for your participation.

## **INTERVIEW GUIDE FOR PRODUCERS**

Dear Sir/Madam, my name is (...). I work for Evalúa consulting firm and we are conducting a study on the activities carried out in the MULTI-ANNUAL PLAN FOR INSTITUTIONAL STRENGTHENING OF DEVIDA (PORI) and INSTITUTIONAL STRENGTHENING OF DEVIDA (FID). This study focuses on the objectives achieved, the generation of sustainable changes, and the promotion of gender and inclusion achieved. Therefore, it will be important to know your views on the matter.

We remind you that all the information you provide us will be strictly confidential and will be used only for study purposes. Likewise, no personal data will be used, and you can decide not to answer or withdraw from the interview, if you consider it pertinent.

Before we start, I would like to ask you to give me your informed consent to record the interview and start it. Do you agree with this?

<b>Interview date</b>		<b>Start time</b>		<b>End time</b>	
<b>Position</b>			<b>Region/office</b>		

### Goal Achievement

1. What community organizations, cooperatives or grassroots organizations exist in your community?
2. Are you a member of any of these organizations in your community? Explain when and how it was achieved.
3. In your community, which institutions have provided technical assistance and of what type (organizational, agricultural production, forestry, inter-institutional agreements, environmental, gender, intercultural, etc.)? And what was new or valuable for your family concerning the activities carried out by DEVIDA/FID/USAID?
4. What are the most important activities carried out by DEVIDA/FID/USAID? (Explore the activities that correspond to the organizational FID, agricultural production, forestry, inter-institutional agreements, environmental, gender, intercultural, etc. that they consider most emblematic/successful).
5. How did your participation go?
6. Which ones do you consider have been useful or new for you and your family? Why? (Explore the factors that led to success / achievements).
7. What do you consider have been the main limitations or challenges that DEVIDA/FID/USAID have had during the performance of their activities? What was done to solve them?
8. Regarding the training to strengthen organizational leadership, do you consider that they have promoted participation and consensus in your community? Tell me about the important achievements.
9. Regarding the training to strengthen organizational leadership, do you consider that they have promoted greater relationships with other entities? Tell me about the important achievements.
10. Do you consider that DEVIDA/FID/USAID has promoted economic improvements in your organization to carry out development activities or initiatives in your community? Was it possible to expand local budgets with contributions from local, regional government or other cooperation entities?
11. Do you consider that the activities and interventions of DEVIDA/FID/USAID have improved the internal and external management capacity of community organizations? Tell me about any improvements within your organization and with the population of producers. If there are improvements in the work with networks or in the organization with respect to others.

12. Do you think that the COVID 19 pandemic has influenced or affected the activities in any way? Tell me how it did.

13. What other factors can have a negative impact?

### **Generation of sustainable changes in the beneficiaries**

14. At the beginning of the DEVIDA/FID/USAID intervention, what was the situation of the producer organization in terms of associative, productive and commercial development?

15. How is it now?

16. Is there evidence that FID has generated individual and community changes?

17. To what extent are DEVIDA/FID/USAID generating useful changes for you that can be maintained and continued over time?

18. What are those changes?

19. What favors and makes these changes possible? Explore by aspects in the population, in the organization, management, activities, economic aspects, etc.

20. In this regard, do you consider that the planned achievements were achieved with the producers, with their families? And with organizations?

21. Do you consider that without the presence of DEVIDA the results obtained in the activities can continue over time? Why? (Explore about sustainability factors).

### **Promotion of gender equality and inclusion**

22. What do you think about the empowerment and participation of women? Do you consider it important and positive to support this type of experience? Do you think it complicates the activities that have been carried out? (Explore if there are negative perceptions about it) What do you consider to be the most important or relevant actions to carry out?

23. Do you consider that DEVIDA/FID/USAID has promoted greater participation of women in organizations? Has this been positive in promoting equity between men and women in decision-making? Tell me about it.

24. Do you consider that networking has been strengthened? Tell me about it.

25. To what extent is the empowerment of women promoted in productive, commercial, financial, political and community participation activities? Tell me about it.

26. Have the actions developed by DEVIDA/FID/USAID promoted gender equality and inclusion? Tell me about it. What actions were carried out, who attended?

27. Have the actions developed by DEVIDA/FID/USAID promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, LGBTIQ)? Tell me about this. (Inquire about the groups included).

### **Lessons learned**

28. What have you learned from your participation in these activities promoted by DEVIDA/FID/USAID? Tell me about it.

29. What things would you change, do better or could improve?

### **Identified best practices**

30. What do you think are the most positive actions of all the work done so far? (Explore the activities that correspond to the FID and that they consider most emblematic/successful).

31. Achieved by the organizations? Achieved by DEVIDA/FID/USAID? Tell me about it.

32. How can these actions be replicated or carried out in other areas and/or with other organizations?

33. Who do you know from the DEVIDA Management staff? What is your opinion of their organizational modality to work with you?
34. Have you heard about any support from the FID in your area or in the district? (If the answer is NO, the interview ends. If the answer is YES, ask if they visited the organization.)

Thank you for your participation.

## INTERVIEW GUIDE FOR USAID IMPLEMENTING PARTNERS

Dear Sir/Madam, my name is (...). I work for Evalúa consulting firm and we are conducting a study on the activities carried out in the MULTI-ANNUAL PLAN FOR INSTITUTIONAL STRENGTHENING OF DEVIDA (PORI) and INSTITUTIONAL STRENGTHENING OF DEVIDA (**FID**). This study focuses on the objectives achieved, the generation of sustainable changes, and the promotion of gender and inclusion achieved. Therefore, it will be important to know your views on the matter.

We remind you that all the information you provide us will be strictly confidential and will be used only for study purposes. Likewise, no personal data will be used, and you can decide not to answer or withdraw from the interview, if you consider it pertinent.

Before we start, I would like to ask you to give me your informed consent to record the interview and start it. Do you agree with this?

<b>Interview date</b>		<b>Start time</b>		<b>End time</b>	
<b>Position</b>			<b>Region/office</b>		

### I. IDENTIFICATION DATA

1. What are the specific duties of your position?
2. How long have you been in this position?

#### Goal Achievement

3. What have been the most important activities that DEVIDA/FID/PORI/USAID have carried out with you? (Tell me about the work with DEVIDA).
4. Why do you consider them important? What was the effect of DEVIDA FID/PORI/USAID's work with your institution?
5. Do you think that the support provided to DEVIDA/FID/PORI/USAID has served to complement the work to achieve the objectives? Tell me about it. (Explore synergies, networking and articulation, duplication of functions or complementarity).

#### Generation of sustainable changes in the beneficiaries

6. Are you aware of the work carried out by DEVIDA/FID/PORI/USAID with the communities to ensure that they have access to funds for their development? Tell me about that work.
7. Are you aware of the work carried out by DEVIDA/ /FID/PORI/USAID with the communities to improve the social capital of the communities? Tell me about that work.
8. Do you think that the income of families that eradicated coca cultivation has increased? What limitations exist? How do you think they can be overcome?
9. Do you consider that the technical assistance/training provided by DEVIDA/ /FID/PORI/USAID has been useful for the beneficiary families?
10. What limitations were there? How were they resolved?

#### Promotion of gender equality and inclusion

11. What do you consider to be the most important or relevant actions that have been carried out with DEVIDA regarding the empowerment of women? Do you consider it important and pertinent to support this type of experience?
12. Do you think that the activities carried out by DEVIDA/ FID/PORI/USAID in the communities have served to improve women's empowerment and decision-making? Tell me about it.
13. Do you think that the activities carried out by DEVIDA/FID/PORI/USAID in the communities have promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, LGBTIQ)?
14. What strategies will be ongoing once the support from DEVIDA/FID/PORI/USAID ends?
15. Do you think that unforeseen results have been achieved with some of the activities? Tell me about it.

#### **Lessons learned**

16. What lessons do you consider you have obtained from your participation in these activities promoted by DEVIDA/FID/PORI/USAID?
17. What things would you change, do better or could improve?

#### **Identified best practices**

18. What best practices can be identified to replicate or expand them in other areas? Tell me about it.
19. What do you think are the most positive actions of all the work carried out by DEVIDA/FID/USAID up to this moment?
20. Could these actions be replicated in other areas or with other organizations? How?

Thank you for your participation.



## INTERVIEW GUIDE FOR STRATEGIC PARTNERS

Dear Sir/Madam, my name is (...). I work for Evalúa consulting firm and we are conducting a study on the activities carried out in the MULTI-ANNUAL PLAN FOR INSTITUTIONAL STRENGTHENING OF DEVIDA (PORI) and INSTITUTIONAL STRENGTHENING OF DEVIDA (FID). This study focuses on the objectives achieved, the generation of sustainable changes, and the promotion of gender and inclusion achieved. Therefore, it will be important to know your views on the matter.

We remind you that all the information you provide us will be strictly confidential and will be used only for study purposes. Likewise, no personal data will be used, and you can decide not to answer or withdraw from the interview, if you consider it pertinent.

Before we start, I would like to ask you to give me your informed consent to record the interview and start it. Do you agree with this?

<b>Interview date</b>		<b>Start time</b>		<b>End time</b>	
<b>Position</b>			<b>Region/office</b>		

### I. IDENTIFICATION DATA

1. What are the specific roles of your position?
2. How long have you been in this position?

#### Goal Achievement

3. What have been the most important activities that DEVIDA/FID/USAID have carried out with you?
4. Why do you consider them important? What was the effect of DEVIDA FID/USAID's work with your institution?
5. Do you consider that the technical assistance/training provided by DEVIDA/FID/USAID has been useful? Were they related to what your institution needed?
6. What limitations were there? How were they resolved?
7. What has been the effect of DEVIDA/ /FID/USAID support on the management of your institution? Please detail the most relevant aspects.

#### Generation of sustainable changes in the beneficiaries

8. Are you aware of the work carried out by DEVIDA/ /FID/USAID with the communities to ensure that they have access to funds for their development? Tell me about that work.
9. Are you aware of the work carried out by DEVIDA/ /FID/USAID with the communities to improve the social capital of the communities? Tell me about that work.
10. Do you think that the income of families that eradicated coca cultivation has increased? What limitations exist? How do you think they can be overcome?

#### Promotion of gender equality and inclusion

11. What do you think about the empowerment of women? ¿Do you consider it important and pertinent to support this type of experience? What do you consider to be the most important or relevant actions to carry out?
12. Does this make the intervention more complex? Why?

13. Do you believe that the activities carried out by DEVIDA/ FID/USAID in the communities have served to improve women's empowerment and decision-making? Tell me about it.
14. Do you think that the activities carried out by DEVIDA/FID/USAID in the communities have promoted the inclusion of vulnerable groups (indigenous people, people with disabilities, Afro-Peruvians, LGBTIQ)?
15. What strategies will be ongoing once the support of DEVIDA/FID/USAID ends?
16. Which will stop? Why? Would you be willing to take on any of these responsibilities? Which ones in particular? Why? And which ones wouldn't you take on? Why not those? Tell me about it.
17. Do you think that unforeseen results have been achieved with some of the activities? Tell me about it.
18. Do you think that the support received by DEVIDA/FID/USAID served to complement the work of your institution? Tell me about it. (Explore synergies, networking and articulation, duplication of functions or complementarity).

#### **Lessons learned**

19. What lessons do you think you have obtained from your participation in these activities promoted by DEVIDA/FID/USAID?
20. What things would you change, do better or could improve?

#### **Identified best practices**

21. What best practices can be identified to replicate or expand them in other areas? Tell me about it.
22. What do you think are the most positive actions of all the work done so far?
23. Achieved by the organizations? Achieved by DEVIDA/FID/USAID? Tell me about it.
24. Could these actions be replicated in other areas or with other organizations? How?

Thank you for your participation.

## APPENDIX D: PEOPLE INTERVIEWED

No.	TYPE OF INTERVIEW	POSITION
1	Group interview	FID - Chief
2		FID - Deputy Chief
3		FID - Communications
4		FID – Professional specialist
5		FID – Professional specialist
6		FID - Leader Component 1
7		FID - Leader Component 2
8		FID – Professional specialist
9		FID – Professional specialist
10		FID – Professional specialist
11		FID – Professional specialist
12	Group interview	DEVIDA – Planning Official
13		DEVIDA - Communications Area Specialist
14		DEVIDA – Budget Unit Specialist
15		DEVIDA – Budget Unit Official
16		DEVIDA - Promotion and Monitoring Office Specialist
17		DEVIDA – Official of the Technical Affairs Directorate
18		Group interview
19	DEVIDA – Official of the Promotion and Monitoring Directorate	
20	DEVIDA - Official of the Promotion and Monitoring Directorate	
21	DEVIDA - Official of the Territorial Articulation Directorate	
22	DEVIDA – Specialist of the Territorial Articulation Directorate	
23		FID – Professional specialist
24	Group interview	DEVIDA – La Merced OZ Technical team
25		DEVIDA - La Merced OZ Technical team
26		DEVIDA - La Merced OZ Technical team
27		DEVIDA - La Merced OZ Technical team
28	Group interview	DEVIDA - Pucallpa OZ cacao technical team
29		DEVIDA - Pucallpa OZ Technical team
30	Group interview	DEVIDA - Tingo María OZ Technical team
31		DEVIDA - Tingo María OZ Technical team
32		DEVIDA - Tingo María OZ Technical team
33		DEVIDA - Tingo María OZ Monzón Technical team
34		DEVIDA - Tingo María OZ Technical team
35		DEVIDA - Tingo María OZ Technical team

No.	TYPE OF INTERVIEW	POSITION
36		DEVIDA - Tingo María OZ Technical team
37		DEVIDA - Tingo María OZ Technical team
38		DEVIDA - Tingo María OZ Coffee Technical team
39		DEVIDA - Tingo María OZ Technical team
40		DEVIDA - Tingo María OZ Technical team of Pueblo Nuevo and Rupa Rupa
41	Group interview	DEVIDA - San Francisco OZ Technical team of the Business Development and commercial Promotion Unit
42		DEVIDA - San Francisco OZ Technical team of the Community and Local Development Unit
43		DEVIDA - San Francisco OZ Association specialist
44	Individual interview	District Municipality of Puerto Bermudez - Department of Economic Development and Environment
45	Group interview	DEVIDA - Tarapoto OZ Technical team
46		DEVIDA - Tarapoto OZ Association technical team
47		DEVIDA - Tarapoto OZ budget development technical team
48	Group interview	District Municipality of Leoncio Prado - Management
49		District Municipality of Castillo Grande – Economic Development Management
50		District Municipality of Crespo y Castillo - Economic Development Management
51	Individual interview	Association of Agricultural Producers of Cashapampa de Monzón APACAM – Board of Directors
52	Individual interview	Aquaculture Services Cooperative - Board of Directors
53	Individual interview	S/I - producer
54	Individual interview	Incacuchara Cooperative - producer
55	Individual interview	Chipaquillo Association- producer
56	Individual interview	S/I - producer
57	Individual interview	S/I - producer
58	Individual interview	District Municipality of Río Tambo - Official
59	Individual interview	District Municipality of Llaylla - Management
60	Individual interview	Association of Agricultural Producers of the San Jerónimo de Matzuriniari Pangoa Micro-basin - Producer
61	Individual interview	Kemito-Ene-Care Producers Association - Producer
62	Individual interview	Kemito-Ene-Care Producers Association - Producer
63	Individual interview	District Municipality of Villa Rica - Management
64	Individual interview	Association of Agricultural Producers Oro Verde of Comuniquiari - Board of Directors
65	Individual interview	District Municipality of Mazamari - Official

<b>No.</b>	<b>TYPE OF INTERVIEW</b>	<b>POSITION</b>
66	Individual interview	District Municipality of Pangoa - Official
67	Individual interview	Central Asháninka of Río Tambo - Leader
68	Individual interview	Intercultural Agroindustrial Association of Women Entrepreneurs of the Valle del Pichis (AIMEP) - Board of Directors
69	Individual interview	S/I - Producer
70	Individual interview	S/I - Producer
71	Individual interview	S/I - Producer
72	Individual interview	Agrarian Cacao Cooperative of Constitución - Board of Directors
73	Group interview	District Municipality of Irazola - Management
74		District Municipality of Irazola - Infrastructure Management
75		District Municipality of Irazola - Planning and Budget Management
76		District Municipality of Irazola - Social and Economic Development Management
77	Group interview	Provincial Municipality of Padre Abad - Management
78		Provincial Municipality of Padre Abad - Execution, Supervision and Liquidation of Works Management
79		Provincial Municipality of Padre Abad - Social Development Management
80		Provincial Municipality of Padre Abad - OPMI Management
81	Group interview	Provincial Municipality of Puerto Inca - Management
82		Provincial Municipality of Puerto Inca - Planning and Budget Management
83		Provincial Municipality of Puerto Inca - Works Management
84		Provincial Municipality of Puerto Inca - OPMI Management
85	Group interview	Codo del Pozuzo Cooperative – Board of Directors
86		Codo del Pozuzo Cooperative – Board of Directors
87		Codo del Pozuzo Cooperative – Board of Directors
88		Codo del Pozuzo Cooperative – Board of Directors
89		Codo del Pozuzo Cooperative – Board of Directors
90	Group interview	Huipoca Cacao Growers Association Cooperative (ASCAH) – Board of Directors
91		Huipoca Cacao Growers Association Cooperative (ASCAH) – Board of Directors
92	Individual interview	Flor de Boquerón Women Entrepreneurs Association (AMEFLOB) - Board of Directors
93	Individual interview	S/I - Producer
94	Individual interview	S/I - Producer
95	Individual interview	S/I - Producer
96	Individual interview	S/I - Producer


<b>No.</b>	<b>TYPE OF INTERVIEW</b>	<b>POSITION</b>
97	Individual interview	Provincial Municipality of Tocache - Management
98	Individual interview	District Municipality of Pólvora - Management
99	Individual interview	District Municipality of Uchiza - Management
100	Group interview	Agrarian Cooperative Valle del Mishollo de Pólvora Tocache Ltda. (CAMIPT) - Board of Directors
101		Agrarian Cooperative Valle del Mishollo de Pólvora Tocache Ltda. (CAMIPT) - Board of Directors
102	Individual interview	Cooperativa Cacaotera Agroindustrial Uchiza-COCAO Ltda. – Board of Directors
103	Individual interview	DEVIDA - Promotion and Monitoring Office Specialist
104	Individual interview	DEVIDA - Logistics
105	Individual interview	DEVIDA - Department of Technical Affairs
106	Group interview	DEVIDA - Investment Unit
107		DEVIDA - Investment Unit

# APPENDIX E: DISCLOSURE OF CONFLICT OF INTERESTS

## Disclosure of Conflict of Interest for USAID MELS Team Members

<b>Name</b>	CÉSAR SANABRIA
<b>Title</b>	CONSULTOR
<b>Organization</b>	EVALÚA SRL
<b>Evaluation Position?</b>	<input checked="" type="checkbox"/> Team Leader <input type="checkbox"/> Team member
<b>Evaluation Award Number (contract or other instrument)</b>	
<b>USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)</b>	
<b>I have real or potential conflicts of interest to disclose.</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<b>If yes answered above, I disclose the following facts:</b> <i>Real or potential conflicts of interest may include, but are not limited to:</i> <ol style="list-style-type: none"> <li>1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</li> <li>2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</li> <li>3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</li> <li>4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</li> <li>5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</li> <li>6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</li> </ol>	

I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

<b>Signature</b>	
<b>Date</b>	June 28th, 2021

**Disclosure of Conflict of Interest for USAID MELS Team Members**

<b>Name</b>	JORGE NORIEGA DAVILA
<b>Title</b>	Evaluadora Senior
<b>Organization</b>	CONSULTORA EVALUA
<b>Evaluation Position?</b>	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team member
<b>Evaluation Award Number (contract or other instrument)</b>	Evaluación intermedia del desempeño Plan Operativo Multianual de Reforzamiento Institucional a DEVIDA (2018-2022) PORIy Fortalecimiento Institucional de DEVIDA (FID)
<b>USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)</b>	
<b>I have real or potential conflicts of interest to disclose.</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<b>If yes answered above, I disclose the following facts:</b> <i>Real or potential conflicts of interest may include, but are not limited to:</i> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.	

I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

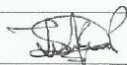
<b>Signature</b>	 
<b>Date</b>	06-07-2021



**Disclosure of Conflict of Interest for USAID MELS Team Members**

<b>Name</b>	Irene Fidela Cristóbal Ponce
<b>Title</b>	Responsable de recepción de datos.
<b>Organization</b>	Evaluá
<b>Evaluation Position?</b>	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team member
<b>Evaluation Award Number (contract or other instrument)</b>	
<b>USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)</b>	Evaluación de desempeño de dos actividades de USAID sobre desarrollo alternativo (POA1-FID)
<b>I have real or potential conflicts of interest to disclose.</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<b>If yes answered above, I disclose the following facts:</b> <i>Real or potential conflicts of interest may include, but are not limited to:</i> <ol style="list-style-type: none"> <li>1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</li> <li>2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</li> <li>3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</li> <li>4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</li> <li>5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</li> <li>6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</li> </ol>	


I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

<b>Signature</b>	
<b>Date</b>	28/06/2021

**Disclosure of Conflict of Interest for USAID MELS Team Members**

<b>Name</b>	Mayra Alejandra Zea Guzmán
<b>Title</b>	Evaluadora junior
<b>Organization</b>	Consultora Evalúa
<b>Evaluation Position?</b>	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team member
<b>Evaluation Award Number (contract or other instrument)</b>	
<b>USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)</b>	EVALUACIÓN DE DESEMPEÑO DE DOS ACTIVIDADES DE USAID SOBRE DESARROLLO ALTERNATIVO (PORI - FID)
<b>I have real or potential conflicts of interest to disclose.</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<b>If yes answered above, I disclose the following facts:</b> <i>Real or potential conflicts of interest may include, but are not limited to:</i> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.	


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<b>Signature</b>	
<b>Date</b>	28/06/2021

**Disclosure of Conflict of Interest for USAID MELS Team Members**

<b>Name</b>	Especialista estadístico
<b>Title</b>	EVALUA
<b>Organization</b>	
<b>Evaluation Position?</b>	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team member
<b>Evaluation Award Number (contract or other instrument)</b>	
<b>USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)</b>	
<b>I have real or potential conflicts of interest to disclose.</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<b>If yes answered above, I disclose the following facts:</b> <i>Real or potential conflicts of interest may include, but are not limited to:</i> <ol style="list-style-type: none"> <li>1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</li> <li>2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</li> <li>3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</li> <li>4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</li> <li>5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</li> <li>6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</li> </ol>	

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<b>Signature</b>	
<b>Date</b>	28/06/2021