

**EVALUATION
REPORT**

**COUNTRY PROGRAMME
EVALUATION PERU-UNICEF**

**EVALUATION OFFICE
DECEMBER 2004**

**For every child
Health, Education, Equality, Protection
ADVANCE HUMANITY**



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REPORT**

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EVALUATION PERU-UNICEF**

Country Programme Evaluation Peru-UNICEF

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This evaluation report has been produced by external consultants with UNICEF support. The purpose of the report is to evaluate the Country Programme of Cooperation and facilitate the exchange of knowledge among UNICEF personnel and its partners. The content of this report does not necessarily reflect UNICEF's official position.

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PREFACE

This Report is the outcome of the UNICEF-Peru Country Programme Evaluation (CPE) prepared in 2003 at the request of the UNICEF Country Office in Lima in consultation with the Government of Peru. The Evaluation was carried out in 2003 by the Evaluation Office at UNICEF Headquarters in New York with support of The Americas and Caribbean Regional Office.

The Country Programme Evaluation supported the Programme of Cooperation Mid-Term Review process in 2003. The statement from participants at the MTR praised the participatory nature and usefulness of the CPE for enabling consultations with the Peruvian State, civil society organizations, universities and think-tanks, donors and other UN agencies. The MTR finished in 2004 indicates that the CPE provided a context and a strategic vision to all projects of the current Programme of Cooperation.

The Evaluation was carried out between July and December 2003. In March 2004, a complete draft of the final report was prepared. This report included a detailed results matrix of all programmes and projects, as well as sectoral reports on health and promotion of rights (available upon request). The draft of the report was disseminated to obtain feedback from UNICEF Peru and the UNICEF Regional Office. This feedback has been incorporated in this Summary Report prepared by the New York Evaluation Office in August 2004.

The evaluation team included Enrique Ipiña Melgar, team leader; Karen Hickson, expert on evaluation of programmes of cooperation; Josefina Huamán de Joseph, child protection specialist; Verónica González del Castillo, public health expert; and Patricia MacLaughlin de Arregui, education specialist (Ms. de Arregui was not able to finish the evaluation due to other commitments).

Lucien Back and Joaquín González-Alemán supported the Evaluation from the New York Evaluation Office and finished this report. Manuel Buvnich and Samuel Bickel, from the Regional office in Panama, graciously gave valuable advice and comments on different drafts. Andrés Franco and Esperanza Vives, Representative and Programme Officer, respectively, at UNICEF Office in Lima, as well as all the staff of UNICEF Peru, contributed one way or the other to the whole process.

The Evaluation was made possible by the generous support of DFID, United Kingdom, since this evaluation was the pilot exercise of the "Programme of Cooperation Evaluation Methodology and Guidance Development Project." Managed by the New York Evaluation Office, the Peru CPE was the first of a series of pilot exercises that are being very useful to draw lessons for improving programming practices in the organization.

Now, I would like to express my most sincere appreciation to all the team members who participated in this evaluation, as well as to everyone who supported the process patiently and persistently. Above all, my gratitude to the national and global participants in the Lima meetings and workshops for having shared their vision on how UNICEF can support more effectively the progressive realization of the rights of all Peruvian children.

Jean Serge Quesnel
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LIST OF ACRONYMS

ACOIDPA	Asociación Coordinadora Interinstitucional para el Desarrollo de Paruro, Cusco
ARI	Acute Respiratory Infections
CINDESAN	Consejo Interinstitucional de Desarrollo de la Provincia San Marcos, Cajamarca
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CPC	Country Programme of Cooperation
CPE	Country Programme Evaluation
CPMP	Country Programme Management Plan
CRC	Convention on the Rights of the Child
DAC	Development Assistance Committee
DFID	Department for International Development, United Kingdom
ECC	Early Childhood Care
FLS	Financial and Logistics System
HIV/AIDS	Human Immune Deficiency Virus / Acquired Immune Deficiency Syndrome
HRBAP	Human Rights Based Approach to Programming
IECD	Integrated Early Childhood Development
ILO	International Labour Organization
IMCI	Integrated Management of Children's Illnesses
IMEP	Integrated Monitoring and Evaluation Plan
INABIF	Instituto Nacional de Bienestar Nacional
INEI	Instituto Nacional de Estadística e Informática
MDG	Millennium Development Goals
MEF	Ministry of Economy and Finances
MIMDES	Ministry of Women and Human Development
MINED	Ministry of Education
MINSA	Ministry of Health
MMR	Maternal Mortality Rate
MPO	Master Plan of Operations
MTR	Mid-Term Review
MTSP	Medium Term Strategic Plan
NGO	Non-Governmental Organization

NPAC	National Plans of Action for Children and Adolescents
OECD	Organisation for Economic Co-operation and Development
OR	Other Resources
PAHO	Pan American Health Organization
PROANDES	Programa Subregional Andino de Lucha Contra la Pobreza en el Perú
PROMS	Programme Management System
RBPPM	Results Based Programme Planning and Management
RR	Regular Resources
SIDA	Swedish International Development Agency
TACRO	The Americas and Caribbean Regional Office
TOR	Terms of Reference
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organization

EXECUTIVE SUMMARY

The Peru-UNICEF Country Programme Evaluation (CPE) was prepared in 2003 at the request of UNICEF Country Office in Lima in consultation with the Government of Peru. The aim of the CPE was to support the Mid-Term Review conducted in October 2003. The exercise was carried out by a team of consultants under the direct supervision of the Evaluation Office at UNICEF Headquarters in New York, and the support of The Americas and Caribbean Regional Office (TACRO). The evaluation was a pilot exercise of the “Country Programme Evaluation Methodology and Guidance Development Project,” funded by DFID, United Kingdom.

The goals of the Evaluation were to appraise the relevance and effectiveness of the Country Programme of Cooperation (CPC), as well as the sustainability and replicability of its results. Particular attention was given to the programme design and approach, its comparative advantage in the evolution of the national context, the implementation of the human rights-based approach and the way risks were both analyzed and managed. The CPE focused mainly on the current Country Programme of Cooperation (2001-2005), but it also took into account the results and experiences of the previous Programme (1996-2000).

UNICEF-Peru is known as a leader for its conceptualization and experimentation in the implementation of the Human Rights-Based Approach. This reputation, which goes beyond Latin America, is a key result of the Country Programme of Cooperation. The CPC has worked together with the Government by supporting the National Plans of Action for Children (NPAC) and influencing them. The ongoing NPAC 2002-2010 received substantial support from UNICEF, which helped the Government to ensure that it complied with the Millennium Development Goals (MDGs). The CPC provided assistance in the development of the NPAC budget and is now lending its support to design an adequate system for monitoring results.

The current CPC has a programme budget of around \$5 million annually (including a relatively small contribution to Regular Resources from UNICEF and another, more significant amount to Other Resources from external partners). The CPC has supported many sectoral activities under the life-cycle strategic approach, which allows addressing children and adolescents' rights. Activities varied from lobbying to supporting resources mobilization for capacity-building and networking, in order to change attitudes and behaviours to promote social integration and respect of cultural diversity. The target populations of the Initiatives for Social Inclusion Programme live in the Andes and the Amazon, and in periurban areas.

Given that working in remote and isolated areas has many disadvantages, is not always easy to achieve sustainability of results beyond external support, or replicate successful models in other areas. The recent political framework in Peru, aimed at decentralizing development, offers new opportunities. On the basis of two satisfactory projects at local level which went to regional or national scale and allowed the integration of experiences in the policy package, a more holistic and explicit strategy for public impact should be developed.

The relations with partners should be part of a strategic vision that involves them in the various challenges linked to the achievement of the national goals and the NPAC. The most obvious strategic alliance could be established under the United Nations Development Assistance Framework (UNDAF). In addition, it is necessary to create strategic alliances with the private sector. Because of shortages of available resources, it is necessary to convince the private sector of the advantages of investing in children rather than in any other group.

The CPC has room for improvements in the Human Rights-Based Approach to Programming (HRBAP). This programming approach could be systematized through more rigorous capacity analysis exercises that will determine which are the capacities that is necessary to develop at different levels, both for right holders and duty bearers. The analytic dimension of gender equality could be also reinforced.

Additionally,, it may be possible to improve the design of the new CPC by defining goals based on rights that are at the same time measurable at output, outcome and impact levels and are closely interrelated in a wider framework than that of individual projects and programmes. This has to be done in cooperation with UNDAF partners in 2005. Any improvement in the CPC approach and design will contribute to a more adequate follow-up and evaluation, which will have clear benefits in terms of programming accountability, learning processes when sharing experiences and better practices, and implementation of risk analysis and risk management, a dimension that was missing to a large extent in the CPC.

The CPC partners should pay greater attention to the economic dimensions of experiences drawn from the implementation of projects and programmes. It is convenient to generate more accurate information on the investments made and the recurrent costs that need to be covered in the medium- and long-term. Information should include not only UNICEF and Government contributions, but also those made by communities and other partners.

Due to the fact that Peru has a legal framework that allows the promotion of the rights of children, adolescents and women, the goal is that these rights are respected and made effective. For this purpose, it will be necessary that the CPC reinforces even more its actions to strengthen the institutions and the political, economic and social conditions, as well as those related with other areas. The UNICEF-supported Country Programme of Cooperation has the potential to contribute more to this task, both at national, regional and local levels.

RÉSUMÉ ANALYTIQUE

L'évaluation du programme de coopération (EPP) entre le Pérou et l'UNICEF a été mise au point en 2003 à la demande du Bureau de pays de l'UNICEF à Lima, en consultation avec le gouvernement du Pérou. L'objet de cet exercice était de soutenir la Revue à mi-parcours d'octobre 2003. Il a été effectué par une équipe de consultants sous la supervision directe du Bureau d'évaluation au Siège de New York avec l'aide du Bureau régional de l'UNICEF pour l'Amérique latine et Caraïbes. L'évaluation a été un exercice pilote du « Projet d'élaboration de méthodologies et d'orientation pour l'évaluation des programmes de coopération » du DFID (Royaume-Uni).

Les objectifs de l'évaluation étaient de faire une estimation de la pertinence et de l'efficacité du Programme de coopération, ainsi que de la durabilité et la répliquabilité de ses résultats. On a accordé une attention particulière à la conception et à la méthode utilisée, ses avantages comparatifs dans l'évolution du contexte national, l'application de la approche de programmation fondée sur les droits humains et la manière dont les risques ont été à la fois analysés et gérés. L'EPP portait principalement sur le programme de coopération en cours (2001-2005), mais prenait également en compte les résultats et expériences acquis à la faveur du programme précédent (1996-2000).

UNICEF Pérou est connu comme chef de file de la conceptualisation et de la mise en œuvre de l'approche fondée sur les droits humains. Cette réputation, qui dépasse les frontières de l'Amérique latine, est un des grands résultats du Programme de coopération. Le Programme de coopération travaille de concert avec le gouvernement en soutenant les Plans d'action nationaux en faveur des enfants et en influant sur eux. Le Plan d'action en cours (de 2002 à 2010) a reçu un soutien important de l'UNICEF, qui a aidé le gouvernement à garantir qu'il se conformait aux Objectifs de Développement pour le Millénaire. Le programme de coopération a prodigué son aide pour l'élaboration du budget de ce Plan d'action et prête actuellement son soutien à la conception d'un système adapté de suivi des résultats.

Le programme de pays en cours bénéficie d'un budget de programmation d'environ 5 millions de dollars par an (qui comprend une contribution relativement faible en Ressources Ordinaires provenant de l'UNICEF et une autre plus importante en Autres Ressources provenant de partenaires extérieurs). Le Programme de coopération a soutenu bien des activités sectorielles couvertes par l'approche stratégique qui se fonde sur le cycle de la vie, ce qui permet de traiter de la question des droits des enfants et des adolescents. Les activités ont été variées, depuis le soutien à la mobilisation des ressources pour le renforcement des capacités jusqu'au réseautage pour changer les attitudes et les comportements, de façon à promouvoir l'intégration sociale et le respect de la diversité culturelle. Les populations ciblées par le Programme Initiatives pour l'inclusion sociale vivent dans les Andes et dans l'Amazone, ainsi que dans les zones périurbaines.

Compte tenu du fait que travailler dans des zones éloignées et isolées comporte beaucoup d'inconvénients, il n'est pas toujours aisé d'accéder à une durabilité des résultats une fois que les soutiens externes se sont effacés, ou de reproduire des modèles avec succès dans d'autres zones. La toile de fond politique du Pérou, qui vise depuis peu à la décentralisation du développement, offre des possibilités nouvelles à cet égard. Sur la foi de deux projets satisfaisants au niveau local que l'on a étendus à l'échelle régionale ou nationale et qui permettaient d'intégrer les expériences acquises aux conjonctures définies par les politiques, on devrait élaborer une stratégie d'impact public plus holistique et plus explicite.

Les relations avec les partenaires devraient être intégrées à une vision stratégique qui les associe aux différents défis posés par la réalisation des objectifs et Plans d'action nationaux pour les enfants. L'alliance stratégique la plus évidente pourrait être instituée au titre du Plan cadre des Nations Unies pour l'aide au développement. Par ailleurs, il est nécessaire de créer des alliances stratégiques avec le secteur privé. En raison de pénuries des ressources, il est nécessaire de convaincre le secteur privé des avantages qu'il y a à investir dans les enfants plutôt que dans d'autres groupes.

Le Programme de coopération a encore des progrès à faire dans l'approche de programmation fondée sur les droits de humains. Cette approche de programmation pourrait être systématisée par le biais d'exercices d'analyse de capacités plus rigoureux qui détermineront quelles sont les capacités qui doivent être développées à divers niveaux, à la fois pour les titulaires de droits et les détenteurs d'obligations. On pourrait aussi renforcer la dimension « analyse » de l'égalité des sexes.

Par ailleurs, il serait possible d'améliorer la conception du nouveau Programme de coopération en définissant des objectifs sur la base de droits mesurables en même temps au niveau des produits, des effets et des impacts, qui soient par ailleurs étroitement interconnectés dans un cadre plus vaste que celui des projets et programmes individuels. Cela doit se faire en 2005 en coopération avec les partenaires du Plan cadre des Nations Unies pour l'aide au développement. Toute amélioration apportée à la méthode et la conception du Programme de coopération contribuera à un suivi et une évaluation mieux adaptés, dont les bénéfices seront évidents dans les secteurs de la responsabilisation au sein de la programmation, du processus d'apprentissage lorsqu'on met en commun les expériences et meilleures pratiques, et de la mise en œuvre de l'analyse et de la gestion du risque, dimension qui manquait largement au programme de coopération.

Les partenaires du programme de coopération devraient prêter davantage attention aux dimensions économiques des expériences acquises dans la mise en œuvre des projets et programmes. Il est bien commode de créer des informations plus exactes sur les investissements effectués et les coûts récurrents auxquels on doit faire face dans le moyen et le long terme. Les informations ne devraient pas porter exclusivement sur les contributions du gouvernement et de l'UNICEF, mais aussi sur celles effectuées par les communautés et par les autres partenaires.

En raison du fait que le Pérou dispose d'un cadre juridique qui permet de se livrer à une promotion des droits des enfants, des adolescents et des femmes, l'objectif est de les faire respecter et de procéder à leur réalisation. Dans ce but, il faudra que le Programme de coopération consolide encore davantage son action pour renforcer les institutions et les conditions favorables aux niveaux politique, économique, social ou autre. Le Programme de coopération qui reçoit l'aide de l'UNICEF a le potentiel de contribuer davantage à cette tâche, que ce soit au niveau national et régional ou au niveau local.

RESUMEN EJECUTIVO

La Evaluación del Programa de Cooperación (EPC) Perú-UNICEF tuvo lugar en 2003 previa solicitud de la Oficina del UNICEF en Lima en consulta con el Gobierno del Perú. El propósito de la EPC consistía en apoyar la Revisión de Medio Término que se llevó a cabo en octubre de 2003. El ejercicio fue realizado por un equipo de consultores bajo la supervisión directa de la Oficina de Evaluación de la sede del UNICEF en Nueva York y con el apoyo de la Oficina Regional del UNICEF para América Latina y el Caribe (TACRO). La evaluación era un ejercicio piloto del “Proyecto para el Desarrollo de Metodología y Directrices de Evaluación de Programas de Cooperación” financiado por DFID, Reino Unido.

Los objetivos de la Evaluación consistían en evaluar la pertinencia y eficacia del Programa de Cooperación (PC), así como la sostenibilidad y replicabilidad de sus resultados. Se prestó especial atención al diseño y enfoque del programa, a su ventaja comparativa en la evolución del contexto nacional, a la aplicación del enfoque de programación basado en los derechos humanos (HRBAP, en sus siglas en inglés) y a la medida en que los riesgos se analizaron y gestionaron. La EPC se centró principalmente en el actual Programa de Cooperación (2001-2005), pero también tuvo en cuenta los resultados y las experiencias del Programa precedente (1996-2000).

El UNICEF-Perú es reconocido como pionero en la conceptualización y experimentación en la aplicación de un enfoque de programación basado en los derechos humanos. Esta reputación extendida más allá de América Latina representa un resultado clave del Programa de Cooperación. El PC ha colaborado con el gobierno al contribuir a los Planes Nacionales de Acción por la Infancia (PNAI) e influir en los mismos. El actual PNAI 2002-2010 recibió un apoyo considerable por parte del UNICEF, que ayudó al gobierno a asegurarse de que estaba en armonía con los Objetivos de Desarrollo del Milenio (ODM). El PC también brindó asistencia en el desarrollo del presupuesto del PNAI y en la actualidad lo está respaldando de cara al diseño de un sistema adecuado de monitoreo de los resultados.

El presente PC se beneficia de un presupuesto de programas de aproximadamente 5 millones de dólares al año (que incluye una contribución relativamente pequeña de Recursos Regulares por parte del UNICEF y otra mucho más significativa de Otros Recursos proporcionada por socios externos). El PC ha respaldado numerosas actividades sectoriales aplicando el enfoque estratégico del ciclo de vida que permite abordar los derechos de niños y adolescentes. Las actividades han abarcado desde el cabildeo al apoyo en la movilización de recursos para el desarrollo de capacidades y la creación de redes, todo ello destinado a modificar actitudes y comportamientos con objeto de promover la inclusión social y el respeto a la diversidad cultural. La poblaciones beneficiarias del Programa de Iniciativas para la Inclusión Social viven en la zonas andinas y amazónicas y en las áreas periurbanas.

Dadas las desventajas de trabajar en áreas remotas y aisladas, no siempre es fácil lograr que los resultados sean sostenibles más allá del apoyo externo ni conseguir reproducir los modelos exitosos en otras zonas. El marco político reciente en el Perú, que apunta a la descentralización del desarrollo, ofrece nuevas oportunidades en este sentido. Sobre la base de los ejemplos de proyectos satisfactorios a nivel local, desde los que se ha pasado a la escala regional o nacional y que han permitido integrar experiencias en el conjunto de las políticas, debería desarrollarse una estrategia más integrada y explícita de incidencia pública.

Es necesario desarrollar una visión estratégica de las relaciones con los socios, haciéndolos partícipes de la variedad de los desafíos ligados a la realización de las metas nacionales y del

PNAI. La alianza estratégica más obvia podría forjarse en el seno del Marco de Asistencia al Desarrollo de las Naciones Unidas (UNDAF, en sus siglas en inglés). Asimismo, es preciso buscar alianzas estratégicas con la empresa privada. Debido a la escasez de los recursos disponibles, es necesario convencer al sector privado de que constituye un beneficio invertir en la infancia antes que en cualquier otro grupo.

El PC podría introducir una serie de mejoras en cuanto a su enfoque de programación basado en los derechos humanos. Este enfoque de programación podría sistematizarse a través de ejercicios de análisis de las capacidades más rigurosos, que determinarían cuáles son las capacidades que es preciso desarrollar a los diferentes niveles, tanto para los titulares de derechos como para los detentores de obligaciones. La dimensión de análisis en materia de igualdad entre los sexos también podría fortalecerse.

Asimismo, podría mejorarse el diseño del nuevo PC definiendo objetivos a la vez basados en los derechos y mensurables a nivel de producto, efecto e impacto, y que estuvieran, además, relacionados entre sí en un marco lógico más amplio que el de los proyectos y programas individuales. Esto tendrá que hacerse en cooperación con los socios de UNDAF en 2005. Una mejora en el enfoque y el diseño del PC contribuirán también a un seguimiento y una evaluación más adecuados, con claros beneficios en términos de atribución de responsabilidades programáticas, proceso de aprendizaje a la hora de compartir experiencias y prácticas apropiadas, y aplicación del análisis y la gestión de riesgos, dimensión esta ausente en gran medida del PC.

Los socios del PC deberían prestar mayor atención a los aspectos económicos de las experiencias recabadas en materia de ejecución de proyectos y programas. Es conveniente generar información más precisa sobre las inversiones realizadas y los costes recurrentes que han de cubrirse a mediano y largo plazo. La información debe abarcar no sólo las contribuciones del UNICEF y del gobierno, sino también aquellas realizadas por las comunidades, así como por los demás socios.

Dado el hecho de que, en el Perú, existe un marco legal que permite promover la vigencia de los derechos de los niños, niñas, adolescentes y mujeres, se trata de que esos derechos se respeten y se hagan efectivos. A estos efectos, sería necesario que el PC reforzara aun más su acción sobre el fortalecimiento de las instituciones y de las condiciones políticas, económicas, sociales y relativas a los demás ámbitos. El Programa de Cooperación apoyado por el UNICEF tiene el potencial de contribuir todavía más a esta tarea, tanto a nivel nacional como a nivel regional y local.

1. INTRODUCTION

1.1. Context and justification for the evaluation

The Peru-UNICEF Programme of Cooperation Evaluation (CPE) is the first of this nature carried out in Latin America and the Caribbean. Given the significant activities undertaken by the Programme of Cooperation in this Andean country over the last two years, this evaluation is especially important. UNICEF and the Peruvian government renew and subscribe the programme every five years.

The Peru-UNICEF Programme of Cooperation Evaluation has been implemented upon request of UNICEF Lima and the national partners of the programme, to support its mid-term revision. It has also the support of the Latin America and the Caribbean Regional Office (TACRO), in Panama.

Since UNICEF is just beginning to evaluate programmes of cooperation, this CPE is a pilot exercise; therefore, is part of the “Country Programme Evaluation Methodology and Guidance Development Project,” which reports to the Evaluation Office at UNICEF headquarters in New York, and is funded by the United Kingdom Department for International Development.

The aim of the CPE is “to support the mid-term revision process and to generate conclusions, recommendations and lessons learned that can be useful in the development of this practice and the preparation of the next UNICEF-Peru Programme of Cooperation”. The evaluation has been clearly focused on offering the criteria and tools that are required for a better planning of the current programme of cooperation and, especially, of the future programme of cooperation 2006-2010.

1.2. Evaluation Goals

The goals of the Peru-UNICEF CPE were (cf. Terms of reference):

- To evaluate the role and relevance of the Programme of Peru (i) regarding the status of children and women in the country, (ii) in the current context of national policies and strategies and (iii) as a reflection of international guidelines and standards on the rights of the child (especially the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women).
- To evaluate the extent to which and how the human rights based approach to programming has been included in the design and implementation of the current Country Programme (2001-2005).
- To evaluate the niche and comparative advantage of the Peru Programme regarding the strategies and actions of other national partners helping to achieve women and children’s rights.
- To evaluate the achievement of the Country Programme’s (1996-2000) objectives and the progress in the realization of the Country Programme’s (2001-2005) objectives in relation with the National Plans of Action.

- To evaluate the effectiveness, efficiency and impact of UNICEF-supported projects and programmes and to identify how to put into practice the lessons learned from the design and implementation of previous and current programmes.
- To analyze to what extent the activities and results are sustainable at their respective levels (communities, medium- or high-level institutions, etc.) and can be replicated in the national context and, particularly, to support decentralization.
- To evaluate elements for the analysis and management of internal and external risks.

1.3. Methodology

The basic standards used in this CPE were the standards and general guidelines issued by the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD), as well as the standards of the Evaluation Associations. The basic standards and criteria for the DAP evaluation, as described in the “Principles for Evaluation of Development Assistance,”¹ include relevance, effectiveness, efficiency, impact and sustainability.

These are the key criteria of the CPE Terms of reference,² which seek to assure the *utility* (ownership by the stakeholders); *feasibility* (political viability and cost-effectiveness); *propriety* (impartially, respect for the rights of all parties, cultural sensitivity) and *accuracy* (adequate information).

The working methods were the following:

- Revision and analysis of documents (Programme of Cooperation’s documents, UNICEF’s documents, Government’s documents, etc.).
- Review meetings with officials from UNICEF Lima, both individually and in groups.
- Revision of documents of recent studies and evaluation reports.
- Interviews with stakeholders.
- Review meetings with the Intersectoral Committee UNICEF-Government.
- Review meetings with the Groups of Reference from the country and from the two departments visited (Cusco and Cajamarca).
- Field visits to two departments (Cusco and Cajamarca) and to the provinces, districts and communities selected in these departments.
- Direct observation of activities undertaken by the Programme of Cooperation.
- A series of participative workshops held in Lima to validate preliminary findings and conclusions. Donors and agencies of the United Nations system, non-governmental

¹ OCDE/GD (91) 208, Development Assistance Committee, *Principles for Evaluation of Development Assistance*. Organisation for Economic Co-operation and Development (OECD), Paris, 1991.

² Terms of reference of Peru-UNICEF CPE (annex 1).

organizations and civil society, Government and the private sector participated in these workshops.

- After this validation, presentation and analysis of the preliminary findings, conclusions and recommendations to the Peruvian government, with the participation of officials from the Foreign Affairs, Health and Education Ministries at the highest level.
- Analysis of findings, conclusions and implications with various officials and chiefs of UNICEF Peru.

In all these activities, the goal was to establish the facts by comparing information, so that they be supported by more than two or three sources, favouring first the information from the actors; secondly, documentary information, and third, direct observation by the team members. It was also important to get the broadest possible participation of all the actors, stakeholders and beneficiaries in the design of investigative methods and the establishment of the facts, particularly UNICEF officials, local authorities, local consultants, technicians, popular promoters and beneficiaries in general.

1.4. Organization of the evaluation and challenges

The Peru-UNICEF CPE was carried out upon the request of the country office, in agreement with the government of Peru, with the aim to contribute to the mid-term review scheduled for 2003, and achieve the particular objectives of the evaluation.

The Evaluation Office from New York headquarters was responsible for the CPE with the support of the Latin America and the Caribbean Regional Office (TACRO). The Evaluation Office, in consultation with Panama Regional Office, TACRO and the Country office, chose two international consultants, (Enrique Ipiña Melgar, as team leader, and Karen Hickson, as main advisor on methodology) and three Peruvian consultants (Josefina Huamán, Verónica González y Patricia Arregui),³ who are specialists in Child protection, health and education, the main areas covered by the programme of cooperation 2001-2005.

The team began working in Peru on 14 July 2003. According to the initial schedule, the evaluation was to be concluded at the end of September 2003, before 14 October 2003, the date of the meeting for the mid-term review. These plans were a little bit optimistic. The team was able to report a synopsis of the main findings, conclusions and recommendations in October 2003, but the necessary validation and systematization of the information, as well as its analysis, was not finished until December 2003, when the report was delivered. Since the members of the team and the officials in charge of evaluation in New York had other compromises, the final report was delivered in March 2004. The current version of the original report was concluded in August 2004.

These circumstances made impossible to approach the work on a linear programming manner, so that finishing one phase is a prerequisite to begin the next one, and so on. Instead, the investigation process was developed in a cyclical and iterative way. Thereby, the basic methodological option was a progressive development of the investigation in a spiral of growing approximation to the final results, looking for more precision and more clarity until the end.

³ Ms. Patricia Arregui was not able to finish her contribution due to other commitments.

The programme of cooperation's 1996–2000 and 2001–2005 were formulated when UNICEF had not yet developed completely the results-oriented management. The Programme's main documents did not follow, therefore, the principles of the logic framework, with clear objectives and specific indicators, measurable, reasonable and time-bounded. This compounds the difficulty to evaluate the effectiveness of a programme. As far as possible, the evaluation team tried to reconstruct *post facto* a pay-off matrix for the Programme of Cooperation 2001-2005.⁴

It has been also difficult to evaluate the efficiency dimension of the programme. The PC receives resources from UNICEF, the government of Peru and the civil society (NGO, communities, families, etc.). Of all these contributions, only those made by UNICEF are reflected in the documents and reports of the programme. In such circumstances, the CPE neither was able to evaluate the efficiency of the programme nor to conclude whether the results had been cost-effective.

⁴ There is a complete results matrix for the PC 2001-2005 available upon request.

2. DESCRIPTION OF PERU-UNICEF PROGRAMME OF COOPERATION

2.1. The national picture

Ratification of Conventions and National Plans of Action

The Convention on the Rights of the Child (CRC) was ratified on January 26, 1990, and came into effect on October 4 of the same year. Peru was one of the first 20 countries that ratified the CRC. Consistent with this ratification, Peru enacted the Children and Adolescents Code in 1993, establishing the National System of Comprehensive Children and Adolescent Care. One year after, in 1994, Peru established the National Commission for the Rights of Children and Adolescents, under the Ministry for the Promotion of Women and Human Development, PROMUDEH, currently MIMDES.

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was ratified on September 13, 1982, and came into effect on October 13 of the same year. Peru's accession to the CEDAW led to an active mobilization in the country to promote the policy lines of this international Convention. An example of this is the creation by the Ministry of Justice of the Commission for Women's Rights in 1994, and the fact that Peru has a Ministry of Women and Human Development, which has developed the relevant national plans and whose last report to the agency in charge of the Convention was dated on 2002.

However, even more important decisions for Peruvian children and adolescents were taken through the National Plan of Action for Children and Adolescents (NPAC) in 1992-1995 and followed by a second NPAC in 1996-2000. The current Plan was approved in 2002 and is in force until 2010. It is important to note that Peruvian policies for children, adolescents and women are already part of a State policy that is beyond the scope of government changes and political alternatives.

The NPAC 2002-2010 establishes 90 goals. Some of the most important ones are shown on Table 1 as an example:

Table 1. Some of the NPAC Goals

- Reducing maternal mortality deaths from 900 to 480 each year.
- Achieving a maternal mortality rate in the country of less of 120 for every 100,000 live births.
- Reducing chronic malnutrition from 730,800 to 584,640 cases.
- Achieving that 85% of children from 6 to 12 years of age enrol at the school grade related to their age.
- Assuring that 80% of the enrolled adolescents finish secondary school at an appropriate age.
- Reducing teenage maternal mortality rate in Andean, Amazon and urban marginal areas by 55%.
- Reducing sexually transmitted diseases and HIV/AIDS in adolescents by 50%.
- Competently inform 100% of high school adolescents and pedagogues about sex education, STD's and HIV/AIDS.
- Halving the number of adolescents that break the law.
- Consolidating a justice system specialised on children and teenagers in line with the Code for Children and Adolescents by 2010.

Source: www.unicef.peru.org/peru

The National Plan of Action for Children and Adolescents 2002-2010 is the framework paper describing all the actions, programmes and strategies that various sectors and institutions of the State and the civil society should carry out to achieve the human rights of all Peruvian children and adolescents. Therefore, is in line with all agreements and covenants ratified by the government of Peru, under the guidance of the Convention on the Rights of the Child.⁵ It is also important to point out the coincidence between the NPAC strategic objectives and the Millennium Development Goals. It has to be noted that the NPAC has not yet a monitoring and evaluation plan.

Economic and social context

Peru, as almost all the other Latin American countries, was affected by the economic, political and social crises of the 1990s. The restoration of democracy, together with the implementation of a new economic model focused on the market, private investment and the privatization of the productive base, led the country to a new situation, which was not always problem-free.

The restoration of democracy in Peru led to a new awareness of the need to decentralize the public administration. Thus, the government of Mr. Alan García Pérez (until 1990) promoted the decentralization of the State, an initiative that did not prosper, among other things, because of the serious economical and financial crisis that affected the country in the last years of his administration. Inadequate handling of fiscal economy between 1988 and 1990 led to a serious hyperinflation, unprecedented in the country, which was compounded by international isolation since the government decided unilaterally to limit the external debt payments to 10% of the national GDP.

Mr. Alan García Pérez was succeeded by Mr. Alberto Fujimori in July 1990, in the midst of a serious social conflict. Initially, the Government decided to reorganize the public administration focusing on the reform of the judiciary, closing the legislative power and calling for new elections that included the mandate of a constituent assembly. Mr. Fujimori was two terms in power.

The first one, from 1990 to 1995, was marked by the closing of Congress and the re-election of the President of the Republic. This term was characterized by the privatization of State enterprises, which provided the Treasury with a considerable amount of new resources. Over this period, the fight against terrorism concluded with the defeat of Sendero Luminoso (Shinning Path) by means that often resorted to serious violations of human rights both by guerrilla groups and the armed forces, as proven by the findings of the Truth and Reconciliation Commission.

Mr. Fujimori's second term, from 1995 to 2000, was marked by the war against Ecuador, the defeat of the Revolutionary Movement Túpac Amaru y and the scandals of government corruption. The third attempt by Mr. Fujimori to be elected concluded with the relinquishment of his responsibilities and his departure to Japan in November 2000.

The vast resources that the privatization of public enterprises brought to Mr. Fujimori's Government allowed it to improve public spending on the social sector both in absolute amounts and as a percentage of GDP. A strategic paper from the Peru-UNICEF Programme of Cooperation states:

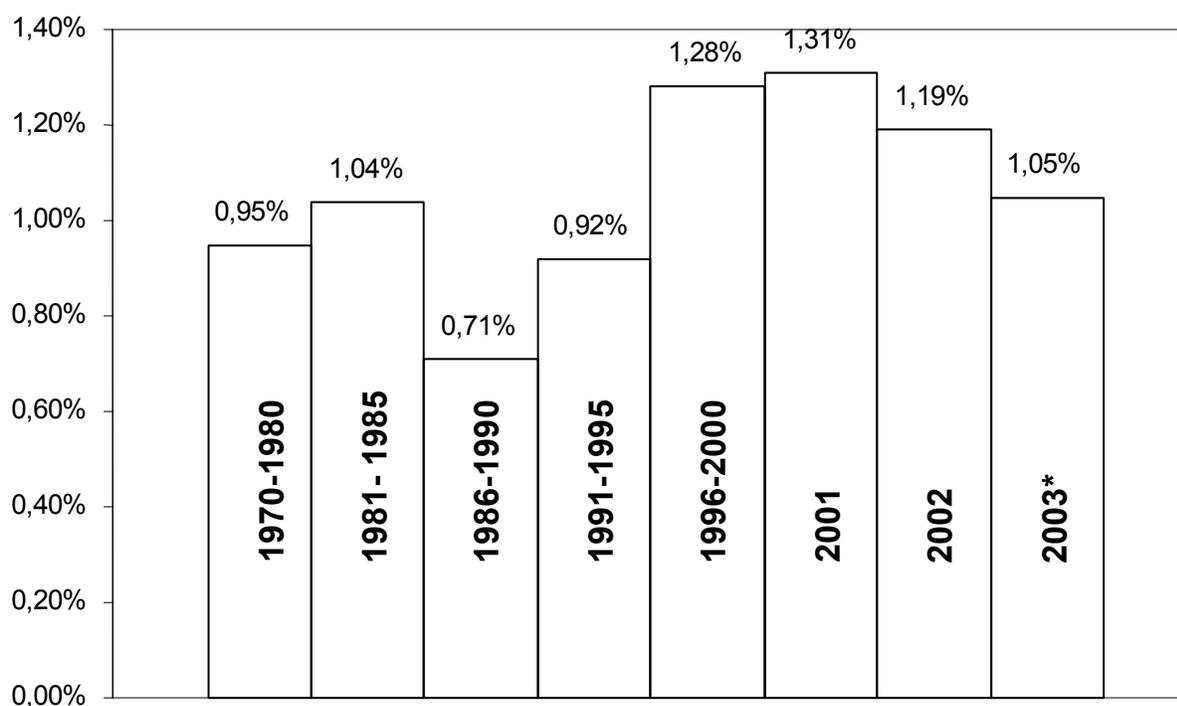
⁵ NPAC, Introduction, p. 11. Official edition, published in cooperation with UNICEF.

For the first time in the country, the main source of funds for social policy is the public treasure, having spent \$1,343.2 million only on basic social services in 1998. This offers an important opportunity to institutionalize social programmes for the achievement of children and women's rights and provides a basis for sustainability of public policy.⁶

Thus, between 1994 and 1995, public spending on education and health rose in absolute terms from 3,201 million of new soles to 5,649 million; and in 1997 reached the amount of 6,793 million, increasing to 8,351 million in 1999.

In relative terms, and in a larger time-span, public spending on health rose considerably between 1990 and 2001; it began to decrease from 2002, as is shown in the following table:

Table 2. Public Spending on Health (as % of GDP)



Sources: Instituto Nacional de Estadística e Informática, INEI; Banco Central de Reserva del Perú, BCRP; Marco Macroeconómico Multianual, MMM, 2003-2005; Sistema Integrado de Administración Financiera del Sector Público SIAF-SP.⁷

⁶ Peru-UNICEF Strategic Framework of Cooperation 2001–2005. Internal paper. Sec. I. A., page 16. Lima, Peru, June 25, 1999.

⁷ Data quoted in the presentation of Congressman Rafael Valencia-Dongo Cárdenas, Lima, October 2003. UNICEF office in Lima.

Table 3. Child Mortality Rate, Peru 1997-2002

Period	Rate per 1000 Live births
1972-1976	96
1977-1981	83
1982-1986	77
1987-1991	57
1992-1996	43
1997-2001	33
2002*	30
(*) : estimated figure from ENDES IV and other studies Source: Demographic and Health Surveys (ENDES IV) Instituto Nacional de Estadística e Informática (INEI)	

Another figure from MINSA (Ministry of Health) is relevant in this context, namely the strong fall of the child mortality rate, from 57 in 1991 to 33 per 1000 live births in 2001. The decline in relative terms of public spending on health, and possibly also in absolute terms, could have a negative impact on the mid-term evolution of the under-five mortality rate.

2.2. Achievements of the Programme of Cooperation 1996-2000

The signing and development of the Programme of Cooperation 1996-2000 were conducted during the second term of Alberto Fujimori's government. On the other hand, the following Programme of Cooperation, 2001-2006, although it was planned and discussed during the second term of Fujimori's government, it was approved and signed under the government of President Valentín Paniagua, who was in power from the end of 2000 to July 2001, when the current President of the Republic was sworn.

These circumstances show how in the transition from the first to the second of the two last Peru-UNICEF Programmes of Cooperation, UNICEF had to confront changing situations very difficult to prevent, which have made an impact on Peru's social policies and the various emphasis and nuances of the CPC implementation.

Peru-UNICEF Programme of Cooperation 1996–2000 is made of four national programmes, with two programmes in the subregional area (shared with other Latin American countries). The national programmes are: Social Policies, Basic Education, Child and Adolescent Protection, and Health and Nutrition. The two regional programmes are PROANDES and Amazónico.

The four national programmes answered to the needs set forth in previous years and seemed to be a continuation, without major changes, of programmes and projects implemented during the preceding phase. Each of the four national programmes had a budget that relatively matched the needs of each programme and project.

Strategic framework 1999

The deliberations from the Strategic Meeting of Peru-UNICEF Programme of Cooperation 2001–2005, held in Lima in July 25, 1999, were key. The Strategic Framework produced at that meeting, based on the lessons learned from the implementation of the previous CPC, points to the unfinished goals and establishes the Priority Agenda for the next Programme of Cooperation.

The 1999 Strategic Meeting for the cooperation between Peru and UNICEF recognized that Peru had achieved a medium economic development level in South America, with a GNP of \$2,185 in 1998 and a degree of urbanization of 72 %. Despite these achievements, the Strategic Framework produced at the meeting has the merit of having pointed out the issue of social exclusion, showing that not everybody had benefited from these improvements.

The Strategic Framework keeps noting that, although the national averages of extreme poverty declined in less than four years, the disparities increased. It points out that the rural Andes and the Amazon are regions of chronic poverty and stagnant development. The Framework indicates that political and economic centralism and institutional weakness are convergent causes of this situation. The results are the defencelessness to natural disasters of communities marginalized from development, limited access to justice due to cultural barriers, racism, intolerance and discrimination. The Framework also notes the subordination and abuse of women and girls, domestic violence, lack of respect for cultural diversity and lack of places to promote the participation of *young people who grew up in the midst of political violence and widespread social disruption in the 1980s*.⁸

Therefore, the Strategic Meeting designed the UNICEF-Peru Priority Agenda for the realization of children and women's rights already mentioned above, and whose starting point were the unfinished goals to achieve the National Plan of Action for Children 1996–2000, which is guided by the Plan of Action of the 1990 World Summit for Children. This Priority Agenda seems to have influenced the formulation of the CPC 2001-2005.

The Agenda establishes that to achieve these goals is necessary to implement cross-sectoral, integrated programmes with cross-sectional interventions to family and community development. It recognizes the need to reinforce monitoring and evaluation, *including statistics, citizen monitoring and cross-sectoral and interagency coordination at the local level*. It especially recognizes that *a system of continued evaluation is key for decision-making*. A new element for programming is introduced: *the cooperation will focus on actions that take into account the whole child throughout the life-cycle, from pregnancy to adolescence, adopting a preventive and motivating approach to change and actions that address the underlying causes*.⁹

On these bases, the *Priority Agenda* calls for achieving universal, quality basic health, education and justice services that are culturally relevant; reducing gender gaps in childhood, especially for girls from the Andes and the Amazon; promoting a public policy with adolescent participation; promoting and reinforcing the role of families in the total care of young children, as well as in their growth and development; improving the production, analysis and dissemination of information about marginalized groups, and about tools and spaces for inclusion; monitoring the 20/20 Initiative and the main indicators on children, adolescents and women. The Agenda also proposes to reinforce systems and mechanisms of planning, monitoring and evaluation of public policies for decision-making at the national, sectoral and local level, and to promote citizens monitoring and multisectoral coordination. For that purpose, it advocates reinforcing strategic partnerships that promote social responsibility regarding the rights of children and the rights of women, building bridges at national, regional and local level, to incorporate "Children's First" and women's rights in the social agenda.

⁸ Strategic Framework, page 3

⁹ Strategic Framework, page 14.

2.3. Transition to the Programme of Cooperation 2001-2005

Subscription and implementation of the Programme of Cooperation 1996-2000 were conducted in the second term of Fujimori's government. However, the following Programme of Cooperation, 2001–2006, although planned and discussed during the second term of Fujimori's government, was approved and subscribed after Fujimori's fall, under the government of President Valentín Paniagua, who assumed office from November 17, 2000 to July 28, 2001, when the current President of the Republic, Alejandro Toledo, was sworn in.

Annex 4 shows in a graphic way how the transition was made and how almost all programmes and projects from the previous CPC were incorporated into the CPC 2001–2005.

If we review the CPC 1996–2000 programming and we compare it with the CPC 2001–2005 programming, we find some clear differences:

- The Social Policy Programme of the previous CPC, with its two projects, Planning and Monitoring, and Social Mobilization, together with the project of Basic Education Programme Communication for Action, focused on the new Social Communication Project, which serves all programmes and projects of the new CPC. This reconfiguration is condensed in the *communication* element; however, *planning and monitoring* elements are excluded from the reorganization.
- The Child Protection Programme of the previous CPC, with two projects focused on the realization of rights, becomes in the new CPC the Promotion and Monitoring of Rights Programme, with three projects: Rights Promotion, Social Communication, and Information and Social Monitoring. The former Child Protection Project becomes the Boys, Girls and Adolescents' Rights Protection Project, within the Social Inclusion Programme.
- The Basic Education Programme transfers to the new Basic Education Project all projects strictly educational, while assigning all elements related to health and early development and social communication to the new projects focused specifically on those areas. This transformation seems to be oriented to basic education as it is understood since Jom Tien; that is to say, as permanent education to all people — children, young people and adults, "Education for All" — oriented to the achievement of basic life skills. However, the new project activities are limited to primary school and do not address other basic education areas.
- The Health and Nutrition Programme splits into the two new projects: Safe Motherhood and Early Childhood Survival, Growth and Development. The project Management of Health and Drug Services was eliminated.
- The Initiatives for Social Inclusion Programme of the current CPC has been organized in five projects, following the life-cycle logic. This logic, besides offering a better organization of the health and education elements, has improved visualizing the concrete problems of adolescents, which are uniquely addressed through the Adolescent Participation project. Although this innovation is positive, the linear organization of the life-cycle does not foster the cross-section intersectoral nature among various projects.

In sum, the projects of both programmes of the CPC 2001-2005 were already part of the CPC 1996-2000. When the new CPC was created, they were apparently transferred without suffering profound changes. Today, although the activities are the same as five years ago, underlying changes in the new human rights oriented strategy can be noted.

2.4. Programme of Cooperation 2001-2005

Goals and strategies of CPC2001-2005.

Table 4 summarizes goals and strategies of CPC 2001–2005 as they appear in the Master Plan of Operations 2001.

Programme of Cooperation 2001-2005	
Programme 1: Initiatives for Social Inclusion Programme	
<p>Specific goals</p> <ul style="list-style-type: none"> a. Reduce maternal mortality to 150 per hundred thousand live births in areas of extreme poverty with a maternal mortality rate of 450 or above. b. Ensure that at least 30% of children under three have access to integral care (ECC-SGD). This covers prevention of such diseases as diarrhoea and pneumonia; all necessary vaccines, attendance to competent health services, adequate nutrition, including exclusive breast-feeding until 6 months of age, and early stimulation. c. Promote the universalization of timely access and permanence of children in school. d. Increase learning achievements in excluded areas by at least 20% above the average baseline, set at the beginning of the programme, in standard literacy tests at age ten. e. Increase by 30% the number of adolescents that are participating in formal and non-formal municipal and community organisations. f. Increase by 30% the number of children and adolescents with access to quality services for prevention and resolution of conflicts and for assistance when rights are violated. 	<p>The Initiatives for Social Inclusion Programme has the following purposes:</p> <ul style="list-style-type: none"> g. To promote the development of information strategies, that is, <i>inclusive mechanisms and multicultural initiatives for public policies</i>. h. To promote social inclusion in regions where exclusion is more severe, that is, <i>in representative areas of the Andes and the Amazon, as well as urban areas where there are more disparities and the population is mainly indigenous</i>. i. To identify how to overcome barriers that prevent <i>the poorest and most marginalized people to exercise their rights</i>. j. To confirm <i>that the required inclusive policy and its feasibility have been identified</i>. <p>To achieve this purposes, the following strategies will be implemented:</p> <ul style="list-style-type: none"> a. To work together <i>with community leaders and public service deliverers</i>. b. To follow the life-cycle, <i>from pregnancy to adolescence: safe motherhood, early childcare for survival, growth and development, basic education, adolescent participation and protection of the rights of children and adolescents</i>. c. To build <i>national and local capacities to adapt legislation and enact laws based on the Convention on the Rights of the Children and the Convention on the Elimination of All Forms of Discrimination against Women</i>. d. To eliminate <i>cultural barriers to universal access to services and facilitate the decentralization process</i>. e. To use promotion or <i>advocacy and social mobilization to strengthen local governments, public service deliverers, organized communities with informed demand particularly among women, children and adolescents</i>.

Programme 2: Promotion and Monitoring of Rights Programme	
<p>Specific goals</p> <ol style="list-style-type: none"> a. Develop a System of Guarantees for the protection and monitoring of the rights of children, adolescents and women, with emphasis on access to services for the reporting of violations, conflict resolution and institutional protection. b. Strengthen knowledge, attitudes and practices at the family and community levels in safe motherhood, early childcare for survival, growth and development (ECC-SGD), basic education and protection of rights. c. Create awareness through the development of communication at the national, institutional, community and family levels on issues such as domestic violence, sexual abuse, and child labour. d. Place exclusion on the social agenda by developing an information system to support decision-making processes. e. By the end of the five-year period a System of Guarantees should have been designed, and there should be an understanding of exclusion and its implications, a broad commitment to guarantee rights for all children without exceptions. 	<p>The Promotion and Monitoring of Rights Programme has the following purposes:</p> <ol style="list-style-type: none"> a. To promote <i>inclusive public policies from experience gained in the Initiatives for Social Inclusion Programme</i>. b. To promote <i>the right to information and knowledge</i>. c. To strengthen <i>the commitment of institutions, opinion leaders, private sector and authorities to children and women's rights</i>. d. To develop a <i>System of Guarantees with a comprehensive agreement that ensures rights to all children without exception. After a five years period, a System of Guarantees must be in place and there should be an understanding of exclusion and its implications</i>. <p>The Promotion and Monitoring of Rights Programme hopes to achieve its purposes and goals through the following strategies:</p> <ul style="list-style-type: none"> • To prioritize <i>access to services for reporting rights violations and an adequate answer in line with the CRC, as well as extrajudicial resolution of conflicts</i>. • To use social communication at <i>national, institutional, community and family levels</i>. • To develop <i>an information system that supports decision-making</i>. • To establish partnerships with <i>local opinion leaders, organised community and women's groups, universities, the private sector, churches, media and authorities to strengthen decision-making regarding social and economic policy</i>. • To strengthen the <i>commitment of institutions, opinion leaders, private sector and authorities to children and women's rights</i>.

Once the Programme of Cooperation 2001–2005 was approved together with the Master Plan of Operations and the budget, the implementation of programmes and projects was still conditional upon an effective fund-raising. Due to this and other circumstances unforeseen when the programme was formulated, not all the components fixed on the MPO could be implemented. Similarly, in 2001 and 2002, and in 2003 until the CPE was completed, some actions not included in the MPO were taken. There are several reasons for these changes or adjustments, particularly three:

- The impossibility to raise funds budgeted for specific activities.
- New needs in marginalized communities that were not anticipated in the MPO but were in line with the MPO postulates, agreed and signed by the Peruvian Government.
- New resources provided by donors for activities related with the CPC that were not initially included in the Annual Plans of Action.

It has to be noted that this adjustments are not an exclusive practice of the Peru CPC, but a usual practice of UNICEF-supported CPCs world-wide. The adjustments made in the CPC are reflected in tables 5 and 6.

Table 5. Adjustments made in the Initiatives for Social Inclusion Programme

Project	Activities included in the MPO, but absent in PROMS¹⁰	Activities not included in the MPO, but verified in PROMS
Safe motherhood	<ul style="list-style-type: none"> a. Participation of men in pregnancy care and child rearing. b. Strengthening the responsibility of pregnant women's families. c. Developing a referral and contrareferral system between the health centre and community workers. 	<ul style="list-style-type: none"> 1. Years 2001-2002: immunization and management of vaccination campaigns in Amazon districts. 2. Year 2003: <ul style="list-style-type: none"> a. Inscription of children. b. Immunization of mothers and children transferred from Early Childhood Survival, Growth and Development. c. HIV/AIDS diagnosis to pregnant women in excluded communities. d. Promotion of breast-feeding.
Early Childhood Survival, Growth and Development	Immunization activities were excluded from PROMS in 2003, and transferred to Safe Motherhood.	Psychoaffective stimulation activities.
Basic Education	<ul style="list-style-type: none"> a. Activities aimed at achieving the goal of improving the completion of primary education rate. b. Activities aimed at increasing by 20% the real time dedicated to learning annually. 	<ul style="list-style-type: none"> a. Activities in support of initial and early education (2001, 2002, 2003). b. Activities in support of adolescents (2001, 2002).

¹⁰ PROMS: *Programme Management System* is the software UNICEF uses to manage programme resources.

Adolescent participation		Support activities at the request of the state, the civil society and the municipalities to promote rights-based adolescent policies (2001, 2002)
Children and adolescents' rights protection	Activities to promote satisfactory experiences for eradicating extreme forms of child labour.	

Source: UNICEF Office in Lima

Table 6. Adjustments made in the Promotion and Monitoring of Rights Programme

Project	Activities included in the MPO, but absent in PROMS	Activities not included in the MPO, but verified in PROMS
Promotion and Monitoring of Rights	<ul style="list-style-type: none"> a. Activities to promote mechanisms for the extrajudicial resolution of conflicts and child and adolescent participation. b. Activities to create national networks for preventing child abuse and domestic violence. c. Activities supporting the implementation of the Children and Adolescents' Ombudsman within the Office of the Public Ombudsman. d. Activities to improve legislation and services for the administration of justice. (2001-2002) 	<ul style="list-style-type: none"> a. Technical assistance to formulate the NPAC. b. Binational Dialogues Activities.
Social Communication		<ul style="list-style-type: none"> a. Activities for Adolescent Participation (Paradero 45)
Social Information and Surveillance	<ul style="list-style-type: none"> a. Technical assistance to ensure adequate monitoring and evaluation of CPC. b. Technical assistance to counterparts and CPC to develop monitoring and evaluation methodologies. c. Development of a national system for continuous evaluation of children and women's rights, poverty and exclusion in the national counterparts, through geographical information systems, databases, comprehensive systems of social indicators and monitoring and social surveillance networks. d. Strengthening the continuous statistics system, household surveys and social information systems of public institutions and academic institutions to monitor children and women's rights, especially on issues lacking statistics about the social situation. 	

Source: UNICEF Office in Lima.

Resources and expenditures

We refer only to UNICEF resources and expenditures, without taking into account the regular contributions made by the State or local communities to the Programme of Cooperation. The first ones are definitively provided through sectoral annual budgets from the Central Government and Regional and Municipal Governments, which supply mainly infrastructure and staff resources. The second ones are due, especially, to voluntary work.

To establish resources provided and expenditures incurred in the implementation of the Programme of Cooperation 2001–2005 during the first two years we resorted to information from UNICEF headquarters in New York. Regular Resources are provided to the CPC from UNICEF main budget. Other Resources are basically funds provided by donors. Therefore, we present a general framework that reflects expenditures by source of resources from 2001 to 2002. Percentages refer to the share of assigned resources that was effectively disbursed, and reflect the capacity of implementation of the CPC programmes. Apparently, the proportion of expenditure of resources for the programme was excellent. It should be emphasized that the programme's budget depends essentially of donors' contributions, something that is not unusual for a CPC in Latin America.

Table 7. Programme Expenditure budget for the cycle 2001-2005¹¹

(in thousands of US Dollars)

Year	Regular Resources			Other Resources			Accounts from all programmes		
	FLS appropriation	Expenditure	%	FLS appropriation	Expenditure	%	FLS appropriation	Expenditure	%
2001	967,212	967,212	100	3,279,536	3,392,354	103.44	4,246,748	4,359,566	102.66
2002	972,767	971,900	99.91	4,244,712	4,434,889	104.48	5,217,479	5,406,789	103.63

Source: Financial and Logistics System (FLS) NYHQ

¹¹ The table only represents the programme budget, which includes some staff expenditures. It excludes staff expenditures for the Representative, the international Programme Officers and 10 National Officers, which belong to a supplementary support budget. FLS appropriations are generally inferior to nominal contributions from donors, since UNICEF headquarters has recovery expenditure. In some cases, FLS appropriations could exceed nominal contributions from donors due to a surplus and/or global or interregional funds contributions.

Table 8. Contributions – Other Resources 1999-2002

	1999	2000	2001	2002	Total
Government of Belgium	85,689	73,499	-2,481	0	156,707
Government of Canada	408,162	327,827	318,258	2,948	1,057,195
Government of Finland	0	0	445,235	254,901	700,136
Government of Italy	0	0	230,000	0	230,000
Government of Norway	0	0	9,809	0	9,809
OPEC Fund Intergovernmental Agencies	0	0	50,000	100,000	150,000
Government of Peru	91,188	0	0	0	91,188
Government of Sweden	109,465	74,181	0	0	183,646
Government of United Kingdom	0	0	197,890	-599	197,291
USAID/ Government of United States	1,400,000	959,788	1,399,982	880,968	4,640,738
French Committee for UNICEF	0	179,066	0	0	179,066
Consolidated Fund of National Committees	0	0	157,311	16,329	173,640
German National Committee for UNICEF	8,264	7,991	6,395	9,024	31,674
Italian National Committee for UNICEF	52,850	0	0	0	52,850
Japan National Committee for UNICEF	75,937	74,006	0	58,000	207,943
Dutch National Committee for UNICEF	300,000	300,000	0	0	600,000
Spanish National Committee for UNICE	1,208,306	1,133,821	964,567	1,496,441	4,803,135
U,S, Fund for UNICEF	0	94,500	77,500	0	172,000
NGO NetAid Foundation	0	65,474	86,316	0	151,790
UNICEF Peru	0	17,083	45,945	22,044	85,072
United Nations System, UN Secretariat	0	0	0	700,000	700,000
United Nations System, World Bank	205,994	0	0	0	205,994
	3,945,855	3,307,236	3,986,727	3,540,056	14,779,874

Source: Financial and Logistics System (FLS) NYHQ

Table 8 represents Other Resources. For the 2001-2005 period, UNICEF Executive Board approved a limit of \$25 million to Other Resources for the five years period. As shown in Table 8, OR mobilization increased to almost 4 million in 2001 and little more than 3.5 million in 2002. These are the OR mobilization percentages related to other UNICEF programmes of cooperation.

3. RESULTS AND EXPERIENCES UNTIL 2003

3.1. Experiences and results of the CPC

UNICEF-Peru is known as a leader for its conceptualization and experimentation in the implementation of the Human Rights-Based Approach. This reputation, which goes beyond Latin America, is a key result of the Country Programme of Cooperation.

The CPC has worked together with the Government by supporting the National Plans of Action for Children (NPAC) and influencing them. The ongoing NPAC 2002-2010 received substantial support from UNICEF, which helped the Government to ensure that it was in line with the Millennium Development Goals (MDGs). The CPC provided assistance for developing the NPAC budget. This is a commendable result not only because the CPC is in line with the NAPC, but also because the CPC had also influenced both the framework and content of the NAPC.

One of the main inadequacies that could be improved is the lack of a monitoring and evaluation system integrated into the Plan and into the relevant CPC, which could contribute to ensure the goal of achieving all the initial indicators as strategic objectives adequately executed in a set time-frame. The Peru-UNICEF CPC is taking now all appropriate measures to avoid this inadequacy in monitoring and evaluation activities by assigning an official in charge of this area, who will work together with the Office staff and partners of the CPC.

The CPC has supported many sectoral activities under the life-cycle strategic approach, which allows addressing children and adolescents' rights. Activities range from rights promotion and advocacy to support of resources mobilization for capacity-building and network-creation, with the aim to change attitudes and behaviours in order to promote social inclusion and the respect for cultural diversity. The target populations of the Initiatives for Social Inclusion Programme live in the Andes and the Amazon, and in periurban areas. These areas were selected for the current CPC to keep assisting and expanding programming in areas where there were already strong partnerships, as was the case of the departments of Cajamarca and Cusco, and to reach communities in areas where services are insufficient, as the district of Río Santiago, the province of Condorcanqui in the Amazon, and the Department of Apurímac in the Andes.

The current CPC showed how can produce quick results in emergencies, as it was the case in the South of the country, when the vicinity of Arequipa was affected by an earthquake at the beginning of the current CPC. Staff members from the Office of UNICEF in Peru, working with partners, built up temporary schools, provided clothing for infants and football balls for children, etc., actions that were relevant and highly appreciated. As a result of this experience, the Office took all adequate steps to strengthen its structure for emergency responses, which has been since a model within UNICEF for other programmes in the region.

The CPC is generating results through the support to the Government's commitment towards democratization and decentralization of institutions and processes in terms both of openness and creating spaces for all Peruvians, particularly women, children and adolescents living in isolated areas and marginal periurban areas. These people can voice and expect a resolution of their concerns, issues and opinions through the strengthening and expansion of community services, networks, structures and decision-making processes. This is the case of the Office of the Public Ombudsman, where many women work together to promote and support human rights in their communities.

The efforts of the previous programme were mainly focused on local projects organized under the Initiatives for Social Inclusion Programme, while the current programme emphasizes both the local level, with the Social Inclusion Programme, and the national level, with the Promotion and Monitoring of Rights Programme. Thus, intends to take advantage of all experiences from the field programme to provide information and get support at the national level and translate innovative experiences into national policies and programmes that would eliminate the roots of exclusion while benefiting wider segments of people.

While achieving all these objectives presents a number of challenges, the Office had to rethink the structure, role and responsibilities of the CPC due to this change of strategic approach. This resulted in the appointment of Programme Officers as geographical focal points for different areas of the country working with teams of consultants in the field in the targeted areas. It is a work in process that intends to bring better support and guidelines to the teams in the field and improve communication between local and national levels. This initiative is based in efforts to create stronger links between local and national levels, and is in line with the decentralization processes, since there is a growing awareness of the need to establish links with policies, planning and programming at the regional level. This is particularly interesting in the areas recently targeted by the CPC, such as the department of Apurimac, where UNICEF Peru has contributed to the regional planning processes and has developed intersectoral monitoring mechanisms from a holistic approach to promote the rights, survival, growth and development of the whole child.

According to the documentation, participation in PROANDES, a programme that covers Peru and other countries in the region, has produced several results in the Andean areas, such as the project “Abriendo Puertas (Opening Doors)”, for instance, that works to promote girls education, and a project on Safe Motherhood that supports maternity waiting homes for pregnant women. Additional funds to continue activities for this regional programme are to be expected in the second half of the PC.

3.2. Some of the main results and experiences of the CPC projects

Several experiences gained from projects supported by the two CPC programmes had achieved specific results. Some of the main results that contributed to processes of change both at the local and national level are described below.

Health: This programme has focused on reducing maternal mortality rate (MMR) to 150 per 100,000 born alive where the MMR was of 500 or more. Resources were assigned to targeted areas of exclusion in the Andes and the Amazon through Safe Motherhood activities, being its best results the cultural adaptation of health services for pregnant women and future mothers. In consequence, many professionals that were assigned to the clinics of the project adapted their medical practices without jeopardizing medical care during prenatal care and institutional childbirth.¹² Although these obstetric practices are commendable in rural clinics at local level, this does not imply that cultural adaptation is a trend fully accepted by the medical profession. Much remains to be done to convince professionals who train doctors and work in clinics about the need to adapt training and health services to cultural factors.

¹² Making the small adjustments in prenatal and natal services (for instance, changes in procedures such as spreading the blanket over the floor to make a bed, helping mothers to give birth in the traditional position of squatting, giving the placenta to the family, having an assistant in the traditional childbirth, giving herbal tea during labor, etc.) has increased institutional labor to 50% and reduced the MMR in the beneficiary areas.

Another interesting result from the health project has been support for safe motherhood over more than 10 years in places like Cajamarca, while training traditional midwives has improved hygiene practices and involvement of the father at childbirth and in child care. Training has improved knowledge on foetal development and has allowed detection of risk signals in the foetus and the mother for referral. Traditional midwives in Milco, San Marcos, in the Department of Cajamarca, showed their knowledge to visitors using UNICEF labour equipments, and expressed gratitude for having been allowed to improve their methods and care of future mothers in their communities. It is assumed that changes in practices will be maintained since they don't incur in recurrent expenses.

Comprehensive early childhood growth and early development–Best start: This project has been used as an example of comprehensive early childhood growth and early development in Peru and beyond its borders, especially by UNICEF and USAID, its main donor. This is the result of efforts made during the last seven years to use and share learned lessons, change child care practices in several districts or communities in rural areas of the Andes and the Amazon (Cusco, Apurimac, Cajamarca and Loreto) and contribute to formulate early development policies. The challenge is to improve links and achieve integration with the CPC in a broader sense. The project ensures an improvement of family and community child health care practices through a package of comprehensive and affordable interventions that can be sustained through the support of health services and NGO and community organizations. The goals are to reduce child and perinatal mortality rates and maternal mortality rates in targeted areas, as well as to increase immunization, reduce malnutrition, eliminate vitamin A and iodine deficiency disorders, and improve family and community child care practices from an integrated approach.

Education: The main goal of the education project has been to achieve universal primary education, improve results for the development of learning capacities and increase education retention rates by 15% in the targeted excluded areas of the Andes, Amazon and periurban zones. Previous CPCs in the 90s and at the beginning of this decade gave a great deal of attention and resources to education activities. Today, it seems that the education project is in a critical situation since some financial sources are running down, which is leading to less impetus and a lack of innovative spirit.

Among the most successful activities are those related with the project “Abriendo Puertas”, which focuses on empowering communities to get involved in the education of their children, particularly girls. The “empowering of the community” component has been incorporated in the Rural Education project of the Education Ministry, funded by the World Bank.

Initiative 2x1, which has received the backing of the CPC, supports voluntary groups of adolescents that help primary school children improving their learning performance. The adolescents used playful methods helping children to read and write. Parents and teachers said the activities promote the social skills and self-esteem of primary school children. Its main results have been improving the learning environment for younger children and giving adolescents the opportunity to participate in the school and the community. After its success, the initiative has been praised and included in several national, regional and local education programmes.

Another area supported by UNICEF Peru, especially through PROANDES in Cajamarca and Cusco, has been the development of rural education networks, allowing teachers to meet and share information on experiences and teaching methods. Combining this innovation with the training of teachers supported by the project has generated positive results in schools, such as

spatial distribution in classrooms, the use of interacting learning methodologies and multigrade learning skills and production of learning materials to improve learning performance and ensure access to and successful termination of primary school. After the initial success of teacher's networks, Cajamarca and Cusco made efforts to include them in the regional education policies.

Adolescent participation: There are several objectives to increase adolescent participation through youth organizations, particularly to reduce adolescent pregnancy and sexual transmitted diseases and HIV/AIDS, and to document and diffuse experiences of adolescents. One of the most significant results has been media support to adolescents through training on radio programming and Paradero 45, a programme managed and produced by adolescents and college students.

Children and adolescents' rights protection: This project has focused in developing and strengthening the Offices of the Public Ombudsman so that they become a tool within the community that helps to empower families and communities in order to improve their knowledge and their capacity to act on children, adolescents and women's rights issues. A visit to the Women's Public Ombudsman office in San Isidro, district of San José Sabogal, department of Cajamarca, confirmed that the dynamic was taking root in this rural area. Thanks to the support given through UNICEF Office in Cajamarca, these women were convinced that asserting their rights was important, used rights-related terminology and other knowledge to describe protection activities aimed to ensure that children go to school, women are protect against domestic abuses and have access to justice, children in families with problems are well fed, etc. As their counterparts in other Ombudsman offices supported by the project, this women face many challenges, including gender discrimination when acting before the authorities on behalf of other community members that need access to the judicial system, inadequate training to assist and advice victims of abuses, lack of men implication in the Ombudsman offices to increase their awareness of the programmes for women and children, etc.

Other significant results were promoting the International Labour Organization Conventions 123 and 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour, which helped to its adoption by Congress; supporting the Health Ministry to adopt a manual made of 20 modules on health care for victims of child abuse, which has become the policy of some health centres and training activities; and promoting the civil registration service, helping the Instituto Materno-Infantil in Lima to adopt a universal birth registration, and the Asociación de Desarrollo Inter-Étnico from Iquitos, Amazon, which works with local federations to establish registrations.

Social communication: This project focused on developing skills, materials and communication campaigns to support activities by local and regional projects. One of the main products has been the strategic planning modules, tested and used in social communication workshops on different areas, especially health and education. Modules help project staff and partners to plan and develop social communication strategies, validate communication material, monitor and evaluate communications, develop interpersonal relationships for communication and improve network communication.

Support was also given to communication campaigns, such as in the case of immunization, to answer for a decrease in national coverage. All this shows how the CPC reacts to the changing

environment within the development context of Peru. The current CPC also tried to direct some of the social communication projects to the national level, which is still in pilot phase.

Information/public relations: This project aims at informing Peruvian public opinion about UNICEF and its commitment to children and social inclusion through its projects. As part of the project, the Office has shown interest in finding ways to involve the private sector in support of the CPC. A study about private sector knowledge of UNICEF activities and the participation of several prominent members of the private sector in the CPE workshop are preliminary results that helped to open a dialogue with the private sector.

3.3. Programme-wide challenges

As it happens in other countries, programmes and projects share a common set of challenges. They are mainly related to difficulties reaching the most excluded due to cultural, geographic and sometimes security barriers; attracting enough funds from donors who prioritize other parts of the world; achieving intersectoral programming, which is always problematic since structures are divided in sectors; and establishing and diversifying partnerships. These challenges have much to do with the shift from a traditional needs-driven approach to project activities to a rights-based approach, which requires time, resources and long-term attention to change mentalities and practices. In many project areas, challenges involve identifying and sustaining mechanisms to promote social inclusion, family and community participation, management of the high rate of staff rotation and poor communication and idiomatic skills from professionals who work with indigenous mothers and families, as well as lack of coordination and communication between different intervention levels, which complicates programming processes and implementation of national and regional plans and policies.

In brief, these are well-known challenges that the staff of the CPC and their partners have often to face. To identify them is a result of programming experience that allows the CPC to get involved in a critical and constructive dialogue with partners, in order to develop human rights-based solutions.

3.4. UNDAF

UNDAF process in Peru had three starting points: 1998, October 2000 and June 2003. The first two attempts failed; the third, which is starting now, may have the chance to consolidate.

All signs indicate that the attempt made in 1998 was unsuccessful because the Joint Country Analysis prepared then was not acceptable to all UN agencies operating in Peru. It is a document that merely analyzes the country situation and lists Summits and its main conclusions or resolutions, and ends with a brief chapter noting the *developing challenges that faces the country* (for instance, the fight against poverty and inequality, sustainability of a human being-oriented model for development and the need for a social policy aimed at creating equal opportunities for all).

The CCA of October 2000 tried to lay the foundation for joint strategic planning of actions taken by the various agencies of the system. The document prepared in 2000 uses a theoretical framework supported by *the conceptualization of Sustained Human Development, where the promotion of economic, social and political aspects finds an adequate balance acknowledging the multicultural nature of Peruvian society*. Moreover, incorporates *cross-cutting axes, which are present in all activities, including fighting against poverty and social exclusion; promoting gender equality; supporting citizen's participation; and promoting sustainable economic*

development. The document's proposal for strategic planning assumes, in one hand, *national priorities*; and, in the other, *the biggest strengths and potentialities of the UN system in Peru*. One month after the CCA was finished as a *working tool*, Peru witnessed the series of political events in the public domain, which thwarted once again the attempt at joint planning.

The last CCA was prepared by a steering group composed of representatives from WFP, PAHO, UNFPA, UNICEF and the Resident Representative and his deputy from UNDP. UNICEF, which had majority in terms of technical staff, was able to decisively influence the CCA 2003. The CCA 2003 begins by defining UNDAF vision from the principles of the rights-based approach, i.e., indivisibility of rights, universality of rights, accountability and responsibility of the States, and participation of all subjects of law as active citizens in issues that affect them, and not just as "beneficiaries".

After that, the document notes the *causes of exclusion*, distinguishing the *immediate causes* (expressions of the main problem), the *underlying causes* (derived from the capacities of decision-makers to ensure rights) and *basic or structural causes*. It ends by justifying the vision through a compilation of international referents (conventions, covenants, summits, relevant conferences, etc.). Therefore, the vision of UNDAF-Peru is in line with the Millennium Development Goals for 2015. Analyzes each of the Millennium Development Goals as they relate to and overlap the goals and strategies of the National Agreement. This procedure allows laying solid and concrete foundations for UNDAF, analyzing definitions and diagnosing the situation and the institutional response.

The document ends by setting the Pending Agenda on the following seven main issues: poverty; education; health; child mortality; maternal health; HIV/AIDS, malaria and tuberculosis; and environment. But this list never transcends, remains on the table, and no responsibilities were assigned to the different agencies of the system. However, the Pending Agenda achieves the function established by the evaluation and never advances to a joint planning scheme, since that is not applicable.

4. FINDINGS AND CONCLUSIONS

4.1. Role, relevance and design of the CPC 2001-2005

Role and relevance

The role of the Peru-UNICEF CPC is *to contribute to the development of equal and inclusive public policies that fulfil and sustain children, adolescents and women's rights, fully respecting diversity*¹³ and therefore to promote the protection and realization of children, adolescents and women's human rights, under UNICEF mandate and Peruvian legislation and plans.

The CPC 2001–2005 has been designed within the framework of governmental social policy priorities—especially the Strategy to Fight Extreme Poverty, the National Plan of Action for Children (NPAC) and the National Plan for Equal Opportunities between Men and Women.

The design of the programme preceded UNICEF's Mid-Term Strategic Plan (MTSP) for 2001–2005. Due to this chronological imperative, it could not take into account the Millennium Development Goals or the objectives of "A World Fit for Children". However, the coincidences among the CPC 2001–2005 and the Mid-Term Strategic Plan, the Millennium Development Goals and "A World Fit for Children" are significant.

These similarities are clear in the analysis of the content of these documents, the Programme of Cooperation 2001–2005 and the NPAC or National Plan of Action for Children and Adolescents, both in its last and current version (2002–2010), as in the two previous ones. Equally, no contradictions exist between both documentary bodies. To verify these assertions, please consult Annex 5.¹⁴

Peruvian legal framework, together with the various agreements and national plans for social development and child care, as well as some already established mechanisms of implementation, further development and monitoring of already established legal tools, is a solid foundation for a human rights-based programming, especially children and women's rights. In general, the CPC is in line with national policies (there are no variations related with changes of government since Peru subscribed the CRC in 1992) and the international context—UNICEF mandate. This—exclusively regarding the current legal framework—can be verified through documentary analysis and revision of the policies that the Peruvian government is committed to implement.

Also, the CPC had a positive impact on social policies in Peru; to cite but a few examples:

- Already before the subscription of the CPC 1996–2000, the programme "Apoyo a la Convención sobre los Derechos del Niño, al PNAI y a otras Políticas Sociales," which was a substantial part of the Peru-UNICEF Programme of Cooperation 1992–1996, had a notable effect. As it was officially stated by UNICEF-Peru, this programme had a relevant role articulating the Programme of Cooperation as a whole, the NPAC and the country's development of social policies.
- Among the main achievements, there is the development of social diagnosis tools such as the Poverty Map, the Health Map, studies and publications on poverty and social investment, and

¹³ Master Plan of Operations, Programme of Cooperation Peru-UNICEF, 2001–2005. General Objective.

¹⁴ Annex 5: Executive Summary of Programme of Cooperation Peru-UNICEF, 2001–2005.

establishing a baseline for monitoring the NPAC goals.¹⁵ On the same line, the CPC 1996–2000 increasingly kept having positive influences and achieved significant results for the progressive realization of children and women’s human rights in Peru.¹⁶

Both programmes from the CPC 2001–2005 (Initiatives for Social Inclusion and Promotion and Monitoring of Rights) are instrumental for the developing process of public policies. Its implementation and adequate coordination can have a significant impact on the gradual but efficient realization of children and women’s rights.

The Initiatives for Social Inclusion Programme is implemented in geographical areas where the realization of the human rights of their population is poorer. They are the areas with less resources and where access is most difficult. Lessons learned in these interventions should contribute to the design of national and regional policies with better support that are more adequate and more relevant to the diversity and reality of the Cooperation, in order that the gradual and effective observance of children and adolescents’ rights continues and is well-monitored.

The Programme of Cooperation focuses on issues and challenges related to the realization, still inadequate, of children’s rights, detected in the situation analysis of the Master Plan of Operations. The situation analysis implies a wide process of consultation; the document was in fact produced in consultation with many institutions. However, this situation analysis didn’t have a vision global enough of the government and other partner’s policies and strategies at different levels. It didn’t describe either existent capacities in the civil society or partner organizations to realize children and women’s rights. The current Programme of Cooperation is not based, therefore, on a global analysis of situation and capacities explicit and well-formulated, which would allow coordinating its activities strategically, strengthening national capacities, and with an adequate and complimentary division of work with other development cooperation agencies.

However, the general strategy adopted by the Peru-UNICEF Programme of Cooperation is adequate in the current context. A timely change is the orientation towards Andean and Amazon rural areas of social exclusion, which will contribute to the development of policies relevant to the specificities of those realities; on the other hand, working with development committees or consultation groups at district and provincial level will help to identify sectoral and intersectoral interventions within the local development plans.

Despite the above mentioned deficiencies, the CPC has the potential to develop models that inspire future regional policies within the framework of decentralization and to improve the coordination process between local, regional and national areas. The Programme of Cooperation has qualities to contribute to the implementation of policies and strategies at the national level, for instance, Poverty Reduction Strategies and Sectoral Reforms. Each of the projects of the Initiatives for Social Inclusion Programme has these possibilities, which will be achieved to the extent that their products have a direct effect on the improvement of children, adolescents and women’s rights; and that these direct effects converge to the appropriate areas of policy discussion or cultural influence. To achieve that, the best way is to strengthen the functional relationship between each project of the Initiatives for Social Inclusion Programme

¹⁵ Peru-UNICEF Programme of Cooperation 1996–2000, Master Plan of Operations. Pg. 10. Internal Document, UNICEF.

¹⁶ See document *PERU CASE STUDY, a Human Rights Approach*, pgs. 19-23. UNICEF, Lima, 2002. We add that, despite the many achievements in the 1990–2000 decade, UNICEF-Peru projected a seemingly consistent attitude, as partner of the PC; an attitude that we could define as a *low-profile preference* and could be explained by the desire to promote the ownership of UNICEF’s proposals and policies by the Government and other Peruvian partners.

and the projects of the Rights Promotion and Monitoring Programme, whose mission is to ensure that direct effects achieve their desired impact¹⁷.

Human rights based approach

Human rights based approach to programming (HRBAP) were part for the first time of UNICEF's programming guidelines in 1998¹⁸. Now, it is considered that the following elements are necessary, specific and exclusive to a human rights based programming¹⁹:

- To identify through evaluation and analysis the demands of rights holders and the corresponding duties of duty-bearers, as well as the immediate, underlying and structural causes of the violation of rights.
- To evaluate through programmes the capacity of rights holders to demand the realization of their rights and of the duty-bearers to perform their duties. Then, global and intersectoral strategies to strengthen these capacities should be developed.
- To monitor and evaluate effects and processes under the principles and norms relating to human rights.
- To report on recommendations by institutions and human rights mechanisms.

However, the previous programme of cooperation had already many thematic elements of the human rights approach. It is not, therefore, surprising that several links can be followed in the approach of Peru-UNICEF Programmes of Cooperation 1996–2000 and 2001–2005. Some progress has been made within the new Programme of Cooperation (2001-2005) to the implementation of a human rights programming, in order to define more precisely the approach (what) and strategies (how).

The design of the CPC 2001–2005 structure, as well as some advances in its implementation, show a transition process from the previous approach to improve the access and quantity of services by satisfying needs and demands to an approach that progressively advances towards the necessary realization of children, adolescents and women's rights.

The current CPC advocates developing interventions that promote the effective social inclusion of children, adolescents and women excluded from the enjoyment of their human rights, as well as the promotion and advocacy of these rights. The CPC focuses on the most excluded population. Since the marginalized people don't get enough attention from other cooperation partners, the UNICEF-supported Programme of Cooperation plays a very important role in the national context.

Field visits to intervention areas have shown important advances towards women's empowerment, especially those who are involved as community advocates, as well as trained midwives and girls with good retention and relative performance rates in school. All of them seem to have great awareness of the increased knowledge of their rights and the development of their skills to defend their own and other people's rights. Some women have even entered the political arena and have been elected for public office.

No evidence has been found indicating that the CPC had established a sustained plan of training for staff on human rights-based approach to programming; this strategy should be

¹⁷ See Annex 7: Convergence of programmes and projects.

¹⁸ *Executive Directive 1998/004 on the Human Rights-Based Approach for Programming.*

¹⁹ Stamford Consensus: The Human Rights-Based Approach to Development Cooperation. Towards a Common Understanding Among UN Agencies, 5-7 May 2003 and Second Global Consultation on HRBAP, Quito, 21-24 September 2003.

addressed to the staff of various State sectors, as well as to local consultants and UNICEF officials and other partners' personnel.

To improve the current human rights approach and establish human rights-based approach to programming in line with the previous description, a more systemic capacity for analysis should be developed, identifying rights holders' demands and the corresponding duties of the duty-bearers, as well as the immediate, underlying and structural causes of the failure to realize their rights. Programming could then address these causes in a more articulated way.

Design

The CPC 2001–2005 has an advantage over the CPC 1996–2000. Unlike the previous programme, where intervention was more sectoral and focused on the material needs of the population, the current programme presents a more comprehensive approach and aims at strengthening people, building local capacities to exercise and protect rights. It contributes to the empowerment of communities by voicing their demands. It also contributes to the realization of their rights through the support of communities and institutions, and especially to the delivery of quality services to solve priority concerns, something attributable to the HRBAP. Sectoral integration of the CPC is under way, but still requires considerable attention from the Government and UNICEF.

The HRBAP not only should result in a new design of processes, but also in new, measurable products, effects and impacts, that is, outcomes that improve children's lives. At least since 1995, UNICEF programming guidelines have been insisting on the importance to formulate specific, measurable, achievable, relevant and time-bound goals that allow adequate monitoring and evaluation of projects and programmes through an integrated monitoring and evaluation plan (IMEP).

Neither the previous Programme of Cooperation nor the current one incorporated an IMEP in their design. Nevertheless, a comprehensive IMEP was developed at the beginning of 2003. Some examples such as "Buen Inicio" (Good Start) implemented an adequate monitoring framework since their inception. Some new projects, such as the one developed in Apurimac and Amazon, provide the opportunity to design interventions with improved objectives that allow a better understanding of issues related to children's rights.

4.2. Comparative advantages of the CPC

In Peru, the CPC has a definite niche (related to activities in behalf of the children, adolescents and women's rights) and has also many comparative advantages, such as:

- The mutually reinforcing human resources capacities of UNICEF, the Government and other partners.
- UNICEF capacity to influence the discourse and debate on the public programme for children and marginalized people's rights, as well as the development of national legislation in line with international rights treaties.²⁰
- Experience gained at the local level through projects with a potential usefulness for consideration and possible definition of social policies.

²⁰ See section 4.1. See also *PERU CASE STUDY. A Human Rights Approach*.

- Design and implementation of projects that have been “social incubators”, proposing and validating technological strategies socially innovative at local level for improving quality of and access to key public services with active community participation.
- Improving sensitivity, knowledge and competency both of persons in charge of rights protection and rights holders.
- Experience gained in local, regional and national capacity-building.
- The persisting will of the partners to work within structures and public services, without establishing parallel and independent channels.
- Additional UNICEF capacity and potential to mobilize resources and catalyse or coordinate other international cooperation agents’ actions on behalf of children and marginalized people.
- UNICEF’s intangible characteristics: its mandate to keep international consensus on children’s rights; and its prestige, seriousness, transparency, political neutrality and capacity for public impact.

4.3. Effectiveness and impact

The evaluation requires the effectiveness and impact of programmes, and the majority of projects implemented under the CPC are particularly difficult since they lack smart goals (specific, measurable, achievable, relevant, time-bound); that is, its goals, despite being relevant in general, lack all the other categories—they are not always specific, measurable, achievable or time-bound.

Judging by the indicators, the goals of the CPC projects are about to be achieved in different degrees, according to the areas of intervention and the projects. In some cases they will be achieved on time, in others they are in an initial phase of implementation, and finally in others cases they have been abandoned for lack of resources. Thus, among the specific objectives of the Promotion and Protection of Rights project, only one has achieved progress: strengthening Community Defence Centres in rural areas of social exclusion and the School Defence Centres in urban areas of social exclusion. The other objectives are in an implementation phase, although it will be difficult to achieve them with the current resources assigned and within the expected time. It is impossible to evaluate the rights protection project goal due to the lack of a baseline to be measured against.

No one could deny that the CPC provides many benefits, including early childhood development, cultural relevance to safe motherhood, new methods to improve reading and writing, development of a culture that evaluates school performance, consolidation of bilingual education in primary school and improvement of enrolment and retention, empowerment of population sectors in excluded areas, and children’s rights advocacy at local level. The Development Committees are also a useful tool since they take advantage of common spaces at local level to participate and respond to children’s needs.

The CPC 2001–2005 consolidates at the local level inputs of innovative health, education and rights protection proposals already initiated in previous CPCs; but they have not been really evaluated or systematized, nor disseminated in such a way as to influence permanently on the policies and design of regular programmes from local, regional and national governments.

Efforts have been made to link both CPC programmes, but it is still not possible to strengthen this link by developing a comprehensive and explicit strategy of public impact. In practical terms, this will imply a closer link between both CPC programmes, i.e. between projects related to social inclusion and projects related to promotion and advocacy of rights. The experience of cultural relevance to maternal care is an important exception: not only has promoted changes at the national policy level, but also among NGO, some universities and international cooperation agencies.

It is recognized the value of the strategy to strengthen community participation, which has allowed to make important headway on health since the last decade (acute diarrhoea control, ARI, Immunization Days, etc.) and now focuses on co-responsibility with the community, promoting active participation in public health issues, including reducing child and maternal mortality and caring for children malnutrition through social monitoring (in order that women control their pregnancy and fathers get involved; that children are immunized and families improve pregnant women and children's nutrition; that children are early stimulated by their parents) and joint participation by various local groups.

However, visits to the areas of intervention allowed the detection of a trend towards identifying only intra-family issues as causes of children's rights violations in health, education and protection. There is a pattern to link problems related to protection and the realization of rights with a lack of legal frameworks and inadequate procedures, without taking into account other causes of a more structural nature, such as economic, cultural and social causes.

UNICEF supported the Government in preparing the NPAC 2002–2010. While the NPAC 2002–2010 establishes only national goals, and not regional, provincial or district ones, and although the current CPC lacks quantified indicators for its local intervention, it is possible to assert that the CPC is a contributory factor to the NPAC goals, since its four strategic goals are consistent with the goals of the CPC Initiatives for Social Inclusion projects (see NPAC 2002–2010: strategic goals and results matrix). It would be desirable that the NPAC has a monitoring system as soon as possible.

Achieving the NPAC goals depends on the relative availability of key human and financial resources, which the Peruvian State should provide for the social sectors. Inadequacy of these resources is the weakest point of social policies in almost all UNICEF Programmes of Cooperation in Latin America; a weakness that requires long-term solutions related to the reinforcement of the productive base, GDP growth or a better distribution of public spending, an improved and more just tax burden over domestic product, the equitable redistribution of income, the reform of the State, etc.²¹

Under the framework of the CPC Intersectoral Coordination Committee, UNICEF contributed technical assistance to the MEF to prepare a budget establishing the necessary financial resources for the implementation of the NPAC until 2010. This study could be used in order that the Peruvian State makes a provision for the assignment of resources in the budget of the Republic on short- and medium-term. Also, the NPAC is not widely known in the areas of intervention. The system established by the State for monitoring and following-up doesn't work and there are not yet Regional Plans of Action for Children 2002–2010 to concretize the NPAC at a regional level in order to integrate it to the regional development plans. There is no

²¹ See recommendations.

coordinated action between UNICEF and UNDP, for instance, in the area of technical cooperation with the State's financial sector.²²

Several UNICEF officials expressed some concern regarding the lack of time to participate more actively in processes of policy development. They consider also that it will be very useful to reduce the workload and have more time for on-going training.

4.4. Sustainability and replicability of activities and results, and risk analysis and management

Sustainability

In the context of on-going decentralization, future sustainability of the CPC activities and results depends largely on the State capacity, particularly at local and regional level, to maintain services with adequate financial and staff resources, and other resources related to infrastructure and equipment. Sustainability is therefore beyond the control of the CPC.

However, the CPC could ensure this sustainability if its programmes and projects lead to significant products and direct effects and impacts that get the acknowledgment of the population and local and regional governments. This acknowledgment is the strongest foundation for sustainability.

Replicability

Some strategies and activities from early stimulation, health, education and child protection projects have been replicated in the areas of exclusion (Defence Centres, cultural relevance and improvement of writing and reading, ECC, etc.)

As an open space for replicability of projects that generate direct effects and impacts, there are clear demands from the population and public officials in the areas that were visited to continue or replicate some of the CPC initiatives in other geographical areas. The extent of the gaps and the long way to go before the realization of the rights of all Peruvians together with the time needed to overcome exclusion and poverty as well as some aspects of sustainability already mentioned, allow anticipation that these demands won't decrease in an immediate future.

However, the demands of the population are not enough to replicate a specific project and its results. Replicability also depends on the availability of human, material and financial resources and it is beyond the extent of the CPC, which cannot guarantee a future repetition of its results. As sustainability, replicability can be better ensured when products, direct effects and impacts have the approval of the population and the State mechanisms.

Risk analysis and risk management

We only could find examples of risk analysis and risk management made by the partners of the CPC when they provided support in emergencies (earthquakes, droughts, floods, etc.). This experience has become a lesson for the CPC. Thus, the Protection of Rights project says "building capacity to prevent..." which requires building up defence networks that are still not working. Disaster management is also mentioned in the Annual Reports, as well as obstacles and challenges to some individual activities.

²² See recommendations and the comment on the developing process of UNDAF in Peru in section 3.4.

Indeed, the CPC lacks a systematic assessment of analysis or internal and external risks management. The CPC didn't institutionalize a permanent analysis of the context of the Cooperation, the situation of the State, the civil society actors or the beneficiaries, that allows it to locate, modify and react against new situations that risk or reorient their goals, that redefine their partnerships and require voicing criticism about events or facts that endanger the exercise of children, adolescents and women's rights.

5. LESSONS LEARNED AND RECOMMENDATIONS

5.1. Challenges in the country's context

Due to the fact that Peru has a legal framework that allows the promotion of children, adolescents and women's rights, the goal is that these rights are respected and made effective. For this purpose, it will be necessary that the CPC reinforces even more its actions to strengthen the institutions and the political, economic and social conditions, as well as those related with other areas. The UNICEF-supported Country Programme of Cooperation has the potential to contribute more to this task, both at national, regional and local levels.

The CPC should improve the structure and content of its situation analysis in the future, to include a complete review of relevant policies and strategies from the government, other non-governmental organizations and other civil society and external cooperation organizations, aimed at the realization of children, adolescents and women's rights.

The process of regionalization, as it is known since the beginning of 2003, has the capacity to influence the design of regional policies. At regional and local level, and in all working geographical areas, the CPC already coordinates and works with the consultation groups and management committees, by means of which main financial resources are channelled to departmental and local levels. To the extent that the Government is willing to strengthen regional institutions, empower them as decision makers and provide them adequate human and financial resources, the CPC could help through its concrete, and in many case unique, working experiences in high exclusion areas.

In general, the most important consultation groups are organized around the municipal activity, which also includes neighbour organizations, non-governmental organizations and religious groups. On the other hand, there are consultation groups that belong to the regional level. A particular monitoring should be performed in each region, province and town. For that purpose, selection criteria should be taken into account that ensures an effective and sustainable participation, including representativeness, democratic practices, effectiveness, social acceptance, management capacity and gender parity.

5.2. Potential role of the CPC

UNICEF could take greater advantage of its privileged relationship with the State to promote desirable changes of policies in which the organization is not directly involved, but whose absence makes more difficult the achievement of programmes and projects' goals; for instance, assignment of posts and budgets and reduction of excessive rotation of officials.

On the basis of the successful projects at local level, such as those that went to regional or national scale to allow integrating experiences in the full range of policies, a more comprehensive and explicit strategy of public incidence should be developed. In practical terms, this will implicate a greater coordination of the two main programmes of the CPC: the Initiatives for Inclusion Programme and in the Promotion and Monitoring of Rights Programme.

An effort should be made within the framework of UNDAF agencies to offer technical expertise to the Ministry of Economy and Finances for increasing the assignment of resources to the social sector and, at the same time, improving public expenditure that not always is oriented towards human development. In this context, it is recommended that the CPC be proactive

towards the assignment in the national budgets of the necessary resources to achieve the NPAC consistently with the Plan design.

Also, the CPC could contribute more actively to the integration and coordination of NPAC goals and strategies in the regional development programmes and the implementation of the monitoring and evaluation system of the NPAC. For this purpose, the CPC should incorporate the decentralization process more lucidly, giving more attention to the regional authorities as decisive actors in the field of social policies in the future, and providing them with technical cooperation and a permanent dialogue.

Responsibilities for the information and social communication project are key to bridge local work and the promotion of social policies, and facilitate as well the implementation of projects and also, of course, maintaining the image and presence of the CPC and its partners.

5.3. Strategic partnerships

The presence of so many and diversified partners in the field of the progressive realization of children and women's rights requires a constant analysis of the complementarity of the partners' activities regarding the changing situation and planning at local, regional and national levels. Thereby, it will be possible to avoid competing with partners and promote synergy development. Also, partnerships with other agencies and organizations can help to compensate the insufficiency of resources for UNICEF or the State's activities. Therefore, a strategic vision of the relationships with partners should be developed, sharing with them the various challenges linked to the realization of national goals and the NPAC.

The more obvious strategic partnership should be established within the United Nations Development Assistance Framework (UNDAF). The decisions on the United Nations reform could also compel the agencies to build a common framework of results and establish mechanisms for joint programming, monitoring and evaluation and thus reduce the costs for agencies, governments and other partners. It is possible that these provisions are implemented in Peru in 2005.

It is necessary to establish a strategic partnership with the private sector. A first step would be to launch an effective social communication campaign addressed to the private sector to report on UNICEF's work and objectives. It is convenient to appeal to the social responsibility of companies in behalf of all Peruvian children and adolescents and to transform the business sector in a partner to influence public policies. The best way to achieve this could be within the UNDAF programme. Due to the shortage of available resources, it is necessary to convince the private sector that investing in children is better than investing in any other group. More precisely, the technical capacity of the CPC partners should be used to guide companies in the design and implementation of their social work, accompanying them in this implementation and even certifying their achievements.

5.4. Human rights-based approach and results based management

As previously indicated, perhaps it could be possible to establish a more systematic analysis of capacities at several levels, that is, to identify the demands of rights holders and the corresponding duties of duty-bearers, as well as the immediate, underlying and structural causes of the violation of rights. Programming could then address these causes in a more articulate way.

Efforts geared to the implementation of HRBAP could be strengthened through a stronger emphasis on training UNICEF staff as well as the personnel of governmental and non-governmental areas associated to the CPC or its activities. HRBAP should be an instrument to strengthen the capacity of public and private actors in Peru. As such, HRBAP could be an intrinsic element of social development processes and their activities in the country.

It would be convenient to emphasize the priority that women's rights receive in the CPC. They should be taken into account not only as mothers and caregivers. It would be appropriate to make a global gender analysis on access to resources and services for families and communities and their control, as well as in wider contexts, and to integrate the result of this analysis in the development of future strategies and programming practices. The analysis should be participative and at the same time should offer learning opportunities. UNICEF staff team should have training and experience in gender equality and develop close relationships with national organizations specialized in these issues.

Design of the new CPC could be improved on the bases of the new IMEP with both rights-based goals and measurable at product, effect and impact level, and also linked in a wider logic framework than that of individual projects and programmes. All this should be done working together with UNDAF partners in 2005. Any improvement in the approach and design of the CPC will also contribute to more adequate monitoring and evaluation, with clear benefits to programming accountability, to the learning process when sharing appropriate experiences and practices, and to implement risk analysis and risk management.

The recent IMEP development will allow improvement in documenting efficiency and impact of projects and programmes. Establishing a baseline when it does not exist, formulating goals and measurable indicators and systematically monitoring and evaluating project and programmes' performance will lead to a regular assessment of their efficiency and impact; also, management could take corrective measures when needed. Both the Government and UNICEF should reinforce their staff capacity in monitoring and evaluation.

The partners of the CPC should take more into account the economic experiences of projects and the implementation of programmes. It is important to generate more accurate information on investments and recurrent expenditures that should be covered on mid- and long-term basis. Information should include not only UNICEF and Government's contributions, but also those made by communities and other partners. This information is key to ensure sustainability, replicability and integration in the full range of policies from experiences and models supported by the CPC. Studying implementation of an efficient system to assess analysis and internal and external risk management in the design of the CPC 2006–2010 is recommended.

It is necessary to confront several risks against sustainability. For instance, the lack of systematization (evaluation and learning) leads to waste of work and prevents future projection. High rotation of well-trained human resources in intervention areas makes difficult their success. All efforts inability to strongly institutionalized validated proposals through their implementation in individual behaviours, customs and laws lead to missed opportunities. Insufficient resources in local and regional governmental budgets represent a barrier to the performance of interventions. The weakness of community and grass-root organizations prevents that they become self-organized institutions effective at social monitoring.

Replicability of CPC results will improve after the implementation of several criteria. Therefore, if the context in which any other agency wants to replicate the project is similar—which doesn't mean that is the same—to the context in which the first experience was developed, the

probabilities of success increase. If cultural diversity is respected and incorporated (culturally relevant) and the population is receptive to the intervention, reproduction will be easier. If elements inspired by good practices in human resources training are incorporated, from basic education to the university, permanent capacities would be developed. If information includes financial commitment by all stakeholders, a sense of ownership will be developed. Finally, if media is used, success can be disseminated.

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ANNEX 1: TERMS OF REFERENCE

27 JUNE 2003

PERU COUNTRY PROGRAMME EVALUATION ON THE OCCASION OF THE MID-TERM REVIEW

1. Background and context

A mid-term review of Peru's Country Programme is scheduled to take place on October 2003. The Country Office has requested that the Mid-term Review should receive the support of a Country Programme or Programme of Cooperation Evaluation, with the assistance of the Evaluation Office at New York Headquarters and The Americas and Caribbean Regional Office (TACRO). The Peru Programme evaluation will be a pilot exercise of the "Country Programme Evaluation Methodology and Guidance Development Project," funded by the Department for International Development (DFID, United Kingdom) and implemented by the Evaluation Office from New York Headquarters.

The Country Programme Evaluation project serves UNICEF's goal set forth in the Mid-Term Strategic Plan (2002-2005) to make Country Programmes of Cooperation more effective in terms of focus, implementation strategies and coordination within United Nations Development Assistance Framework and with other development partners. Well-designed and well-coordinated country programmes are to be based on principles of programme excellence (human rights-based approach to programming and results-oriented management) and equipped with adequate project / programme development, monitoring and evaluation tools (Integrated Monitoring and Evaluation Plan – IMEP and Results-Based Programme Planning and Management (RBPPM)).

The project also reflects recommendations made in the Triennial comprehensive policy review of operational activities for development of the United Nations system (Report of the Secretary General A/56/320, 23 August 2001), particularly the recommendations on capacity-building projects (Recommendation 9), impacts evaluation (Recommendation 10), simplification and harmonization of rules and procedures with the full participation of partners from the recipient countries and the cooperation of donors (Recommendation 11) and lessons learned from the evaluation systems (Recommendation 14). The report of the Secretary General emphasizes the need to move from project-level towards strategic and policy-oriented monitoring and evaluation, i.e., to address country-level effectiveness and programme and organizational impact (paragraph 60).

The Country Programme Evaluation project is an integral part of the efforts to increase the use of evaluation for strategic governance at all levels and specifically at country programme level, as the Executive Board requested on June 2002 (Document E/ICEF/2002/10 and Decision 2002/9). Joint operation and implementation of Peru Country Programme Evaluation by national partners and UNICEF will help to strengthen the country's evaluation capacity.

This draft of the terms of reference was prepared by the Peru Programme Management Team, the Planning Officer from The Americas and Caribbean Regional Office, as well as Programme Orientation and Quality Control Office and senior staff from the Evaluation Office at New York Headquarters (Senior Programme Officer and Advisor for Country Programme Evaluation), who worked closely together. The draft will be concluded after a consultative process with representatives of the Government of Peru and other national and external partners, including non-governmental organizations and civil society organizations.

2. Purposes of the Country Programme Evaluation

The Purposes of the Country Programme Evaluation are to support the Mid-Term Review and generate conclusions, recommendations and lessons learned that can be useful to develop strategies for the next Country Programme.

The Country Programme Evaluation and the Mid-Term Review will be held simultaneously. It will be important to address adequately all aspects of a Mid-Term Review. According to the Programme Policy and Procedure Manual (PPPM), the principal purposes of the Mid-Term Review are: a) examine how the experiences of the CPC can be used by national partners to improve policies and programmes on behalf of the rights of children and women; b) carry out a systematic and in-depth review of progress in relation to original Country Programme objectives and expected results; c) assess whether modification in the Country Programme results, strategies and content are the result of changes in the country's environment and the situation of children and women; d) derive major lessons learned so as to improve the quality of programme implementation; and e) indicate how these lessons may be applied to the subsequent CPC for children and women.

A Country Programme Evaluation is broader in scope than the Mid-Term Review and includes a more in-depth assessment of the relevance as well as of the role, design and focus of UNICEF support to the realisation of children's and women's rights in a given country. The Country Programme Evaluation asks more fundamental questions about effectiveness and efficiency and also addresses in a more or less comprehensive way dimensions of sustainability of supported initiatives and their replicability. The scope of the Country Programme Evaluation covers the previous Country Programme (in Peru, the one corresponding to 1996-2000) and the first half of the current Country Programme (from 2001 to 2005 in the case of the Peru Programme). Design and implementation of the current Country Programme will be a priority. The main purpose of the Country Programme Evaluation, beyond its supporting role to the Mid-Term Review, is to renew or realign UNICEF's position within the national context according to the evolution of the situation of children and women and current policies, strategies and activities of governmental and non-governmental partners.

3. Goals of the Evaluation

The Goals of the Peru Country Programme Evaluation are seven:

- a) Assessing the role and relevance of the Peru Programme (i) regarding the situation of children and women in the country, (ii) in the current context of national policies and strategies and (iii) as a response to the international norms and standards of child rights (particularly the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women).
- b) Evaluating the extent to which the human rights approach to programming has been reflected in the design and implementation of the current Country Programme (2001-2005), as set out in Executive Directive CF/EXD/1998-004.
- c) Evaluating the niche and comparative advantage of the Peru Programme in relation to strategies and activities of other national partners that contribute to the realisation of children and women's rights.

- d) Evaluating achievements of the Country Programme 1996-2000 objectives and the realisation of the Country Programme 2001-2005 objectives in relation to the National Plans of Action.
- e) Evaluating effectiveness, efficiency and impact of UNICEF-supported projects and assess how to apply lessons learned from design and implementation of previous and current programmes.
- f) Analyzing the extent to which activities and results are sustainable at the relevant levels (communities, mid- or high-level institutions, etc.) and their replicability within the national context and especially in support of the decentralization strategies.
- g) Evaluating internal and external risks analysis and risks management components.

4. Key questions

Due to the short time-frame to make the evaluation and the availability of information, the evaluation team will focus on the most relevant questions among the ones listed below to fulfil its mandate according to the Evaluation objectives. The previous Country Programme evaluation will be concerned with lessons that emerge from it and are useful now. The priority of the exercise is the design and implementation of the current Country Programme.

4.1. Role and relevance of the Country Programme – Was the performance of UNICEF and its partners appropriated?

- a) To what extent does the Country Programme design (1996-2000 and 2001-2005) address the main economical and social factors affecting the life and well-being of Peruvian children and women?
- b) Were the Country Programmes in line with policies and strategies developed by the Government of Peru? What is the meaning of public policies in the current context? To what extent have the main strategies been taken into account or considered as a frame of reference? How did the Country Programme identify new opportunities and reacted to them?
- c) To what extent and how did the current Country Programme try to influence public policy (i.e., addressing the executive or legislative branches of Government)? Does UNICEF enjoy credibility as a partner in the debates about budget and public expenditure? To what extent has a partnership been established in this regard with the main cooperation agencies (for instance, the World Bank, USAID and PAHO)?
- d) How does the design of the Country Programmes take into account international norms and standards regarding child rights, particularly the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women? How did the Country Programme take into consideration the observations and recommendations from the Committee on the Rights of the Child and the Committee on the Elimination of Discrimination against Women in the national implementation reports? To what extent and how were gender disparities and other forms of discrimination taken into account in the design and implementation of the current Country Programme?
- e) How does the current Country Programme (2001-2005) incorporate in its design and implementation the medium-term strategic plan (2002-2005) in light of the situation of children and women's rights in the country?
- f) How does the current Country Programme address the goals related to the Regional Priorities for Latin America?

- g) To what extent are the goals of programmes and projects from the current Country Programme specific, measurable, attainable, relevant and time-bound, and to what extent can they be measured?
- h) What conclusions should be drawn from the evaluation of the role and importance of the Country Programme and what recommendations should be made for the remainder of the Country Programme and the preparation of the next?

4.2. To what extent and how has the human rights-based approach to programming been reflected in the design and implementation of the current Country Programme (2001-2005)?

- a) To what extent has the human rights-based approach to programming been incorporated into the current Country Programme design?
- b) How it has been practically implemented?
- c) How does the current Country Programme meet the programming excellence challenge outlined in the Mid-Term Strategic Plan, that is, human rights-based and results-oriented at the same time?

4.3. How was the niche and comparative advantage of Peru Programme defined in relation to strategies and activities of other national and external partners?

- a) Does UNICEF know whether other national and external partners have taken actions in sectors/areas/programmes of interest? In which areas does UNICEF consider that has a comparative advantage? What is the evidence that supports these areas with comparative advantage?
- b) According to the partners, what are the areas in which UNICEF has a comparative advantage in the context of national commitment to realize children's rights progressively?
- c) Is there any evidence showing that programmes and projects design has taken into account the analysis of existing complementarities with other programmes supported by government and donors? Is there any evidence showing that the programme design has been affected by complementarities with other UN agencies?
- d) What was the nature of UNICEF support to governmental activities (alternate / support to the implementation / facilitator / innovative)? To what extent were communities and governmental and non-governmental organizations to ensure sustainability of UNICEF-supported activities? Were there exit strategies and under what conditions and criteria were implemented? To what extent was justified the workload related to interventions in remote areas? Were opportunities missed to influence public policy due to these interventions, for instance, to reduce disparities? Is direct implementation of programmes and projects appropriate or closer attention to training and technical and financial support should be paid?
- e) What was the relationship between the Country Programme and the activities of NGO and other Peruvian civil society institutions? How was anticipated the implementation of UNICEF support to non governmental activities (equal partnership / interposed implementation / subcontractors)? Are there any ideas on when NGO or grass-roots organizations are preferable to State partners and when it is necessary to wait until the State develops its presence and assumes its functions? To what extent has been criteria developed to evaluate NGO or grass-roots organizations capacity?

4.4. Achieving National Plan of Action goals and Country Programme objectives – Was the performance of UNICEF and its partners appropriated?

- a) To what extent does UNICEF's Programme of Cooperation provides effective support to achieving National Plan of Action goals? To what extent have these goals been achieved (cf. End of Decade Review)? What are the factors that explain whether the goals were or not achieved? To what extent have National Plans of Action been active in Peru?
- b) To what extent and how did UNICEF support under the current Country Programme help empowering and strengthening Peru's capacities to fulfil children rights in general and the National Plan of Action goals in particular? To what extent have the programme objectives outlined in the Master Plan of Operations been achieved?
- c) To what extent and how did UNICEF help to promote gender equality and women's rights?
- d) What was the role of programme resources assigned through the Country Programme in the context of government spending on social sectors and other resources mobilizations?
- e) What is the balance between central and local interventions? What is the impact of decentralization policies?
- f) Are there any areas UNICEF has not sufficiently addressed and are pending matters for the rest of the current Country Programme, or the next one, or both?
- g) Has been the United Nations partnership effective? Was the Common Country Analysis a successful exercise? What was UNICEF's input to the United Nations partnership?
- h) What conclusions should be drawn from the implementation of the Country Programme as a whole and what are the recommendations for future process of the programme?

4.5. Effectiveness, efficiency and impact of the supported projects and programmes – Did UNICEF and its partners achieve their desired results?

Note: This section of the Country Programme Evaluation will be based on existing studies and evaluations on sectoral or thematic projects and programmes, as well as on a full-scale investigation of a sample of individual projects.

- a) What was the effectiveness and efficiency of UNICEF-supported projects and programmes of the Country Programme?
- b) What were the products of these projects and programmes? What outputs were generated in terms of training between governmental and non-governmental partners?
- c) What was the impact on children's lives? What was the input to the goals of "A World Fit for Children"/National Plan of Action and the Country Programme objectives?
- d) To what extent did the evaluations and studies support the decision-making process on projects and programmes and the Country Programme (for instance, during the Mid-Term Review)? To what extent were national partners involved in monitoring and evaluation?
- e) How did national partners receive innovations introduced by UNICEF?
- f) Are there aspects of concrete programmes that were not sufficiently addressed by UNICEF and are still outstanding issues for the future?
- g) What have been the trends on Regular Resources and Other Resources funding, and what was their impact on Country Programmes management?
- h) To what extent was clearly understood the cost of activities, including contributions by partner institutions and communities (shared costs)?
- i) What conclusions should be drawn from the implementation of UNICEF-supported projects and programmes, and what are the recommendations for future process of the programme?

4.6. Sustainability of activities and outputs at their respective levels and their replicability and usefulness within the national context and, more precisely, in the support of decentralization strategies.

- a) To what extent have activities and outputs been sustainable at their respective levels (communities, mid- or high-level institutions, etc.)?
- b) To what extent and how were activities and outputs that got support replicated and were they useful within the national context?

4.7. Appraisal of internal and external risk analysis and management elements.

- a) What formal or explicit risk analysis was taken for the Country Programmes (for instance, analysis of strengths and weaknesses, opportunities and threats)? Is there any specific reflection on risks for a successful implementation of Country Programmes?
- b) Were there elements of a risk management plan in the particular initiative and in the Country Programme as a whole?
- c) Is there any evidence showing that this risk management plan will be updated or examined during implementation, building on the lessons learned from the internal and external factors that affected the Country Programme implementation?

Note: Specific questions on thematic areas will be included in the Terms of Reference for the thematic specialists who will participate in the evaluation team.

5. Methods

The evaluation will take into account evaluation norms and standards commonly used (OECD, DAC and Evaluation Associations) to ensure utility (ownership by stakeholders); feasibility (political feasibility and cost-effectiveness); propriety (impartiality, respect for the rights of stakeholders, cultural sensitivity); and accuracy (adequate information).

The evaluation will be focused essentially on the national level, and particularly on the two Peruvian provinces targeted. One of the provinces will illustrate the isolated conditions in which UNICEF and partner NGOs assume main operational responsibilities promoting the access to basic social services of children and women who otherwise won't have such access. The other province will point to a situation in which UNICEF supports governmental services and other partners in the delivery of services. More comprehensive studies of particular districts will be implemented within both provinces and, within the districts, of targeted communities, to evaluate how UNICEF-supported activities work. Both successful activities and those which were less successful should be documented.

Key methods to implement the Evaluation will be:

- a) A comprehensive review of internal and external documents from the previous Country Programmes and the current Programme (see annex to the provisional working plan of the Country Programme Evaluation).
- b) A review of recent studies, reports and evaluations of projects and programmes.
- c) An evaluation of UNICEF's image among partners at all levels.
- d) A comprehensive series of interviews with key stakeholders from previous and current Country Programmes (Government, NGO, grass-roots organizations, private sector, United

Nations agencies, universities, opinion leaders, children and young people, etc., at national and local levels).

- e) Visits to the field in targeted provinces, districts and communities to gather first-hand information about projects and the implementation of programmes.
- f) Establishing a participatory workshop to discuss and finish the first findings, conclusions and recommendations.
- g) A wide discussion with national and external partners on the Evaluation Report draft.

The Evaluation will be a participatory process that will give due importance to the auto-evaluation of stakeholders involved in design and implementation of the Country Programme.

To the extent possible, all information will be triangulated and validated. Findings, conclusions, recommendations and lessons learned should be user-oriented and incorporated to the main decision-making process during the Mid-Term Review and the development of strategies for the next Country Programme.

UNICEF Peru and the Evaluation Office at UNICEF HQ will be in charge of distributing the Evaluation Report.

6. Organization and management

The Joint Reference Group, composed of representatives of the Peruvian Government, NGO, persons selected and UNICEF, will be in charge of coordinating the Evaluation. Eligibility to belong to the Group will be established according to the degree of participation in previous or current Country Programmes. Groups of Reference will also be established in the targeted provinces.

The Evaluation Office at UNICEF Headquarters in New York and UNICEF Office in Peru will manage the Evaluation. The Evaluation Officer in The Americas and the Caribbean Regional Office will be closely associated with all stages of the evaluation process. The Evaluation management will include the following steps:

- a) Completion of the terms of reference (June 2003).
- b) Selection of the evaluation team (May/June 2003).
- c) Instructions to the team members (beginning of June 2003).
- d) Implementation of the Country Programme Evaluation at national and field levels (July/September 2003).
- e) Evaluation of UNICEF's image (completion by August 2003).
- f) Creation of the Joint Steering Committee (May/October 2003) to ensure full participation of stakeholders.
- g) Preparation and organization of the Country Programme Evaluation workshop (September 2003).
- h) Mid-Term Review Meeting (October 2003).
- i) Support to the finalization of the Evaluation Report (October/December 2003).
- j) The Report is published by the Evaluation Office at UNICEF Headquarters and UNICEF Office in Peru (printed reports and Internet version).
- k) Distribution and monitoring of results, conclusions and recommendations from the Evaluation (from December 2003).

An independent team of national and international consultants will undertake the Evaluation. The team will be composed of a chief of the international team (specialist in the evaluation of Country Programmes), a specialist in UNICEF's programming principles and procedures and specialists in the thematic areas (Public Health, Education and Child Protection). All the team members should possess good understanding of Evaluation standards and methodologies, and have previous experience in this regard. Also, none of the team members should have been closely related to previous or current Country Programmes or should be a candidate to play a role in the rest of the current Country Programme or the next Programme. The team of consultants will be supported by the Evaluation Office at UNICEF Headquarters in New York and The Americas and the Caribbean Regional Office.

26 June 2003

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ANNEX 3: DECLARATION BY THE PARTICIPANTS IN THE CEREMONY FOR THE MID-TERM REVIEW OF THE PERU-UNICEF PROGRAMME OF COOPERATION

14 October 2003

Participants in the ceremony for the Mid-Term Review gathered in Lima, Peru, on 14 October 2003, have agreed to subscribe the following joint declaration:

We take note with interest of the Preliminary Findings, Conclusions and Recommendations from the 2003 Peru-UNICEF Programme of Cooperation, whose summary of conclusions is annexed to the present resolution. We stress that the implementation of the whole exercise was made in a participatory manner, which duly included the Peruvian State, civil society organizations, universities and think tanks, donors and other United Nations system agencies, as well as its usefulness to the Mid-Term Review that concerns us at this time and to the preparation of the Peru-UNICEF Programme of Cooperation for the next quinquennium (2006-2010), and in conjunction with other agencies of the UN system within the UNDAF (United Nations Development Assistance Framework).

We reiterate our commitment to the promotion and implementation of the National Plan of Action for Children and Adolescents (NPAC) 2002–2010, as well as other national and international instruments and declarations on the rights of the child, particularly the Convention on the Rights of the Child and its Optional Protocols, and the Convention on the Elimination of All Forms of Discrimination against Women. We consider that the NPAC provides a great opportunity to stimulate the development of regional plans that include children's issues.

We welcome the close relationship and convergence level between the Peru-UNICEF Programme of Cooperation 2001–2005 and the commitments assumed by Peru during the Millennium Summit, held in September 2001, and the Special Session of the UN General Assembly on Children, held in May 2002, where the document A World Fit for Children was approved, on the one hand, and on the other with the priorities and strategies of the Medium-Term Strategic Plan 2002–2005 approved by UNICEF Executive Board. In this context, we express our strong disposition to protect and deepen this convergence level for the remaining Peru-UNICEF Programme of Cooperation.

We express our intention to keep the Peru-UNICEF Programme of Cooperation in its current structure, including the Master Plan of Operations, and in this context, we announce that during the remaining period (2004–2005) we will give higher priority to the following general strategic actions:

1. Impact on public policies. Attempt to influence constructively, within the context of the decentralization policy and harnessing the potential of social inclusion initiatives that UNICEF Peru leads in several provinces of the country and in Lima, those policies generated at the national, regional and local level that have an impact on the rights of children and adolescents, and in broad poverty reduction policies, including the possibility to develop programme interventions in urban areas under the framework of the Peru-UNICEF Programme of Cooperation.
2. Social expenditures and resource mobilization. Contribute to the promotion of a comprehensive and democratic discussion that ensures appropriate funding for policies and actions of the Peruvian State, whose aim should be the realization of children and adolescents' rights, according to Peru's national and international commitments.

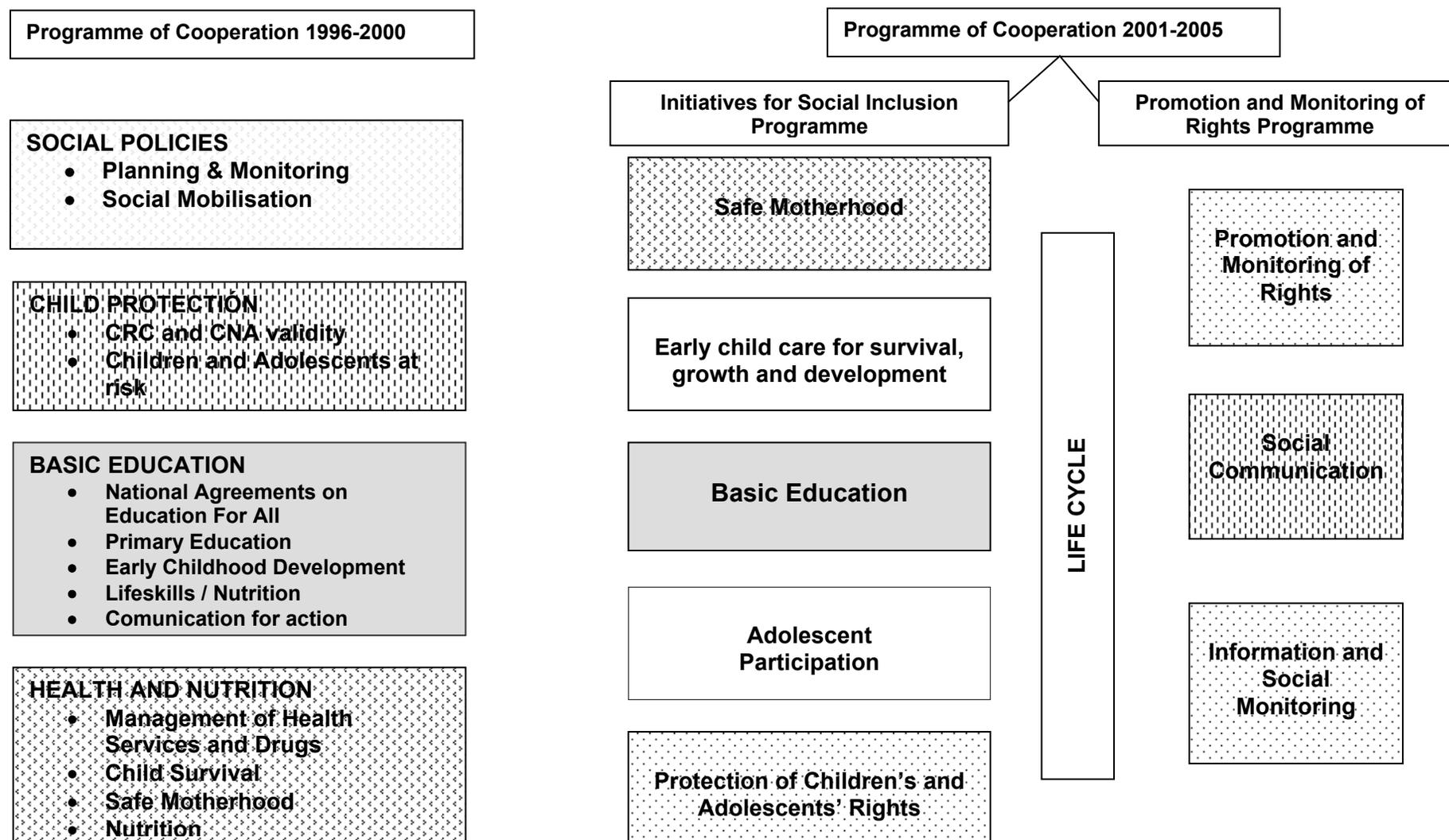
3. Strategic partnerships with the private sector and international funding agencies. Contribute to and facilitate the mobilization of the private sector (corporations and civil society organizations) and international funding agencies on behalf of children and adolescents' rights, under the favourable climate created by the Declaration on the Dialogue between Public and Private Sectors for Children, signed on 27 May 2003 at the Palace of Government.
4. Monitoring and evaluation. Strengthen monitoring and evaluation activities in all interventions of the Peru-UNICEF Programme of Cooperation in order to, inter alia, understand sustainability of interventions and define exit strategies and the assignment of resources to other areas.
5. Information. To press for a more effective strategy of diffusion related to media, counterparts and partners that allows a broader dissemination of information about the achievements and objectives of the Peru-UNICEF Programme of Cooperation, in order to reinforce the activities set forth in previous numerals.

Have signed the present Declaration,

Allan Wagner Tizón
Minister of Foreign Relations

Andrés Franco
UNICEF Representative

ANNEX 4: TRANSITION FROM CPC 1996-2000 TO CPC 2001-2005



ANNEX 5: EXECUTIVE SUMMARY OF THE PERU-UNICEF PROGRAMME OF COOPERATION 2001–2005¹

Over the last decade, significant advances have been made in Peru regarding the rights of children, adolescents and women. However, the country is still affected by profound disparities, particularly in the Amazon, the Andes and poor urban areas with populations excluded from exercising their basic rights. The Peru-UNICEF Cooperation Programme 2001-2005 is the response to the challenge of reaching the extremely poor and excluded children. This challenge demands a major national effort in such a centralised and diverse country. The Programme attempts to identify mechanisms and accompany the country in the development of equitable and inclusive public policies for the observance of the rights of all children, adolescents and women, and to their sustainability, with full respect for diversity.

Two programmes have been developed toward this strategy: the Initiatives for Social Inclusion Programme that works at the local level, and the Promotion and Monitoring of Rights Programme that works at the national level.

The aim of the Initiatives for Social Inclusion Programme is to promote the development of strategic interventions with emphasis on equitable access to relevant health care, and on early childcare for survival, growth and development, quality education, exercise of citizenship, and adolescent participation. This programme will develop, in a participatory way, inclusive mechanisms and multicultural initiatives for public policies in selected departments of the Andes, the Amazon and poor urban areas. These are the regions with most accentuated exclusion, each one being very different from the other. The population is mainly indigenous. Working together with community leaders and social public service deliverers, the programme will develop alternatives and solutions that make it possible also for the poor and excluded to access public services and exercise their rights. The programme has five projects following the life cycle that goes from pregnancy to adolescence: safe motherhood, early childcare for survival, growth and development (ECC-SGD), basic education, adolescent participation and protection of the rights of children and adolescents.

The specific objectives in the target areas of exclusion aim at contributing to:

- Reduce maternal mortality to 150 per hundred thousand live births in areas of extreme poverty with a maternal mortality rate of 450 or above.
- Ensure that at least 30% of children under three have access to integral care (ECC-SGD). This covers prevention of such diseases as diarrhoea and pneumonia; all necessary vaccines, attendance to competent health services, adequate nutrition, including exclusive breast-feeding until 6 months of age, and early stimulation.
- Promote the universalization of timely access and permanence of children in school.
- Increase learning achievements in excluded areas by at least 20% above the average baseline, set at the beginning of the programme, in standard literacy tests at age ten.
- Increase by 30% the number of adolescents that are participating in formal and non-formal municipal/community organisations.

¹ www.unicef.org/peru

- Increase by 30% the number of children and adolescents with access to quality services for prevention and resolution of conflicts and for assistance when rights are violated.

The idea is to identify ways to overcome barriers. For this purpose, it is important to achieve, in five years if possible, the necessary objectives to confirm that the required inclusive policy and its feasibility have been identified

Strategic implementation requires developing national and local capacities to adapt legislation and enact laws based on the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW); eliminating cultural or other barriers to universal access to services and facilitating the decentralisation process; advocacy and social mobilisation to empower local governments, social public service providers, organised communities, women, children and adolescents.

Inter-disciplinary communication assistance will be provided at all levels to effect social mobilisation and ensure that public services adequately respond to people's needs and demands. Families, communities, public service deliverers and social networks will be empowered by strengthening the participation and organisation of children, adolescents and women.

The Promotion and Monitoring of Rights Programme works together with the Initiatives for Social Inclusion Programme, but operates at the national level and aims at strengthening access to information, knowledge, commitment and participation of families, children, communities, institutions, opinion leaders, private sector, and authorities for the adoption and implementation of children and women's rights and inclusive public policies, promoting the experience gained in the Initiatives for Social Inclusion Programme. The programme has three national projects: Promotion of Rights; Social Communication; and Information and Social Monitoring.

The specific objectives are to contribute to:

- Develop a System of Guarantees for the protection and monitoring of the rights of children, adolescents and women, with emphasis on access to services for the reporting of violations, conflict resolution and institutional protection.
- Strengthen knowledge, attitudes and practices at the family and community levels in safe motherhood, early childcare for survival, growth and development (ECC-SGD), basic education and protection of rights.
- Create awareness through the development of communication at the national, institutional, community and family levels on issues such as domestic violence, sexual abuse, and child labour.
- Place exclusion on the social agenda by developing an information system to support decision-making processes.

By the end of the five-year period, a System of Guarantees should have been designed, and there should be an understanding of exclusion and its implications, a broad commitment to guarantee rights for all children without exceptions.

Strategic implementation requires enhanced partnerships with national and local opinion leaders, organised community and women's groups, universities, the private sector, churches, media and authorities to strengthen decision-making regarding social and economic policy. The call for children is a call for partnership in the direction of the Global Movement for Children and for leadership and commitment to respect the rights of the child.

ANNEX 6: CONVERGENCE OF PRINCIPLES, PRIORITIES AND MAJOR OBJECTIVES

A World Fit for Children	Millennium Development Goals	National Plan of Action for Children and Adolescents 2002 - 2010	UNICEF Mid-Term Strategic Plan	Peru – UNICEF Programme of Cooperation 2001 - 2005
<ol style="list-style-type: none"> 1. Put Children First 2. Fight Poverty: Invest in Children 3. Leave No Child Out 4. Care for Every Child 5. Educate Every Child 6. Protect Children against Violence and Exploitation 7. Protect Children from War 8. Fight HIV/AIDS 9. Listen to Children and ensure their participation 10. Protect the Earth for Children 	<ol style="list-style-type: none"> 1. Eradicate extreme poverty and hunger 2. Achieve universal primary education 3. Promote gender equality and empower women 4. Reduce child mortality 5. Improve maternal health 6. Combat HIV/AIDS, malaria and other diseases 7. Ensure environmental sustainability 8. Develop a global partnership for development 	<p>Guiding Principles:</p> <ol style="list-style-type: none"> 1. Equality of opportunities for all children and adolescents. Eliminate all forms of exclusion and discrimination. 2. Prioritize children as rights holders and support for development. To invest in children contributes to prevent and break the cycle of poverty. 3. The best interest of children and their right to participate. Family as a key institution for the development of the human being. 	<p>Criteria:</p> <ol style="list-style-type: none"> 1. Life cycle 2. Results-based management. 3. Human rights-based approach to programming 4. Values from the CRC are the guide to achieve results on behalf of children. <p>Priorities:</p> <ol style="list-style-type: none"> 1. Girls' education. 2. Integrated Early Childhood Development. 3. Immunization Plus 4. Fight against HIV/AIDS 5. Improve child protection against violence, exploitation, abuse and discrimination. 	<p>1. General Goals of the Programme</p> <p>To help develop equal and inclusive public policies that implement and sustain rights of children, adolescents and women', with respect for diversity.</p> <p>2. Goals of the Initiatives for Social Inclusion Programme (following the life-cycle)</p> <p>To promote the development of inclusive policies through strategic interventions, emphasizing equal access to health care, early childcare for survival, growth and development, basic education, citizenship and participation of adolescents, with quality and respect for diversity.</p> <p>3. Goals of the Promotion and Monitoring of Rights Programme</p> <p>To promote access to information and knowledge, to encourage family commitment and participation. Children, communities, institutions, opinion leaders, private sector, media and governmental authorities; and to promote inclusive public policies for the realization of children, adolescents and women's rights.</p>

ANNEX 7: CONVERGENCE OF PROGRAMMES AND PROJECTS

The structure of the Programme shows an interesting logical coherence; first, on the five projects of social inclusion, following the life-cycle; secondly, on the convergence that the results of the five inclusion projects could have over the Social Communication project, which should be the engine for managing strategic results oriented to Information and Social Monitoring, on one hand, and to Promotion and Monitoring of Rights at the national level, on the other.

That is an interpretation of ideal flows in a systemic management. Currently, things don't happen like that yet; management by projects, with little interdependency among them, prevail over systemic management.

From a systemic and strategic approach, results should be more interesting because of their direct effects over the observance of rights, at the regional and national level, than because of their immediate products at local level; although it should be taken into account that, if immediate products at local level are not positive, they hardly could have any effect at the regional and national levels.

The intersectoral nature of managing the Social Inclusion programme has been complicated by the fact that its projects have been organized following the vertical-lineal orientation of the *life cycle*. Thus, it has not been possible to address the cross-sectional orientation of the intersectoral element, since each of the projects has been managed independently from the others.

The cross-sectional relationship among programmes has not been fully effected. For instance, the component called "Buen Inicio (Good Start)" of the Early Survival, Growth and Development project organized its own and independent unit of social communication.

The programme Promotion and Monitoring of Rights is more open to be cross-sectional among different sectors. But its potentialities have not been exploited yet; proof of that is its small budget and expenditure by projects.

We can see now a scheme of the current approach in which projects converge towards a better capacity to generate direct effects and impacts.

Convergence of Programmes and Projects

