

The only opportunity: human security for the development of peruvian women and children

PROJECT OUTCOMES AND LESSONS LEARNED





The only opportunity: human security for the development of Peruvian women and children

Project Outcomes and Lessons Learned

2010

**The only opportunity: human security for the development of Peruvian women and children
Project Outcomes and Lessons Learned**

- © Pan American Health Organization
Los Pinos 251, Urb. Camacho, La Molina, Lima 12, Perú • Telephone: (511) 319 5700
www.paho.org/per
- © UNICEF
Park Melitón Porras 350, Miraflores - Lima 18, Perú • Telephone: (511) 613 0707
www.unicef.org/peru
- © UNFPA
Avenue Guardia Civil 1231, Córpac - San Isidro - Lima 27, Perú • Telephone: (511) 226 1026
www.unfpa.org.pe

Person(s) in charge of preparing the document:

This document was prepared by Carmen Yon and Patricia Zárate, the consultants responsible for the final assessment of the project titled “The only opportunity: human security for the development of Peruvian women and children”, which was carried out by the *Instituto de Estudios Peruanos* (Peruvian Studies Institute) under contract and in coordination with the inter-agency team.

Inter-agency team:

Ella Carrasco (National Coordinator)
Miguel Dávila (PAHO/WHO)
Adrián Díaz (PAHO/WHO)
Dorina Vereau (UNFPA)
Lena Arias (UNICEF)
María Elena Ugaz (UNICEF)

1st edition: February 2010

Print run: 1000 copies

Photos: Balbina Cárdenas, Carmen Yon, Patricia Zárate, Rosaura Villafuerte

Design and printing: SINCO Editores S.A.C.

Jr. Huaraz 449, Breña • Telephone number: 433-5974 • sincoeditores@yahoo.com

Project funded by the government of Japan through the Trust Fund of the United Nations for Human Security.



Table of Contents

Presentation	7
Human Security	9
Initials and Acronyms	10
1 The Project	13
2 Project Assessment	21
3 Main Outcomes and Challenges	27
4 Lessons Learned and Good Practices	46
5 Recommendations	55



Presentation

From June 2007 to December 2009, three United Nations System agencies in Peru (PAHO/WHO, UNFPA and UNICEF) jointly executed the project titled “The only opportunity: human security for the development of Peruvian women and children” in two of the country’s regions with high levels of poverty and malnutrition: Apurímac and Ayacucho.

In addition to putting the human security approach into practice through a set of actions aimed at building the capacities of children, adolescents and adults in order to promote and foster the exercise of their rights, the project was an excellent opportunity to develop new intervention models at the local level, with the participation of community representatives, health care workers, educators and authorities from the provinces of Andahuaylas and Chincheros in Apurímac, and Sucre and Vilcashuamán in Ayacucho.

It was also an opportunity to engage in further inter-agency work, which is a fundamental aspect of the United Nations and the Paris Declaration reform with regard to the effectiveness of development cooperation.

In the same regard, the coordination experience acquired during the project design and implementation period was capitalized by the inter-agency technical team responsible for the preparation of the joint program on nutrition, childhood and food security presented to the Millennium Development Goals Achievement Fund and approved in December 2009.

Due to all of the foregoing, we considered it necessary and appropriate to systemize and disseminate this joint work experience acquired in complex settings where there is a high level of vulnerability, in order to extract a set of lessons learned and recommendations to take into account in successive projects carried out in Peru and other countries in the region.

Mario Valcárcel
PAHO/WHO
Representative

Paul Martín
UNICEF
Representative

Esteban Caballero
UNFPA
Representative



Human Security

Human security is a matter of protecting fundamental freedoms. It means protecting people who are exposed to threats and certain situations, building their strength and aspirations. It also means creating systems that help people to obtain the basic elements for survival, dignity and decent living conditions. Human security links different types of freedoms: freedom from privation, freedom from fear and freedom to act on one's own behalf. For this purpose, two general strategies are offered: protection and realization of potential. Protection keeps people away from danger. It requires a concerted effort to design legislation, processes and institutions that systematically deal with insecurities. Empowerment enables people to realize their potential and fully participate in decision making. Protection and empowerment reinforce each other and, in most situations, both are necessary.

Outline of the Human Security Commission report*

* Available at: http://www.humansecurity-chs.org/finalreport/Outlines/outline_spanish.html

INITIALS AND ACRONYMS

AIEPI	Comprehensive Care for Diseases Prevalent in Childhood
CRED	Growth and Development
CDJ	Juvenile Development Center
DECONA	Community Office of the Ombudsman for Children and Adolescents
DEMUNA	Municipal Office of the Ombudsman for Children and Adolescents
DESNA	School Office of the Ombudsman for Children and Adolescents
DIRESA/RHD	Regional Health Department
DISA	Health Department
DRE	Regional Department of Education
EIB	Intercultural Bilingual Education
ESI	Comprehensive Sex Education
FONCOMUN	Municipal Compensation Fund
FONIPREL	Fund to Promote Regional and Local Public Investment
JUNTOS	National Program to Provide Direct Support to the Poorest of the Poor
MEF	Ministry of Economy and Finance
MIMDES	Ministry of Women and Social Development
MINEDU	Ministry of Education
PAHO	Pan American Health Organization
PDC	Concerted Development Plan
RENAMU	National Register of Municipalities
SIAF	Integrated Financial Administration System
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WHO	World Health Organization

Chapter 1

The Project

Project Outcomes and Lessons Learned

The only opportunity: human security for the development of Peruvian women and children



1. THE PROJECT

IN WHAT CONTEXT DID THE HUMAN SECURITY PROJECT COME ABOUT?



In recent years, Peru has come to be considered as a medium-income country. The economic growth we have had, with an average annual rate of 5.8% for the 2000-2009 period, and the reduction in the poverty rate nationwide (for 2001 it was 54.8% and for 2008 it decreased to 36.2%)¹ are certainly positive indicators; however, they are not evidence of a drastic reduction of the existing inequalities around our country. Poverty continues to be concentrated in the rural areas of Peru, especially in the Andean highlands.

In this context, three United Nations agencies: UNICEF, UNFPA and PAHO/WHO, carried out the project titled “The only opportunity: human security for the development of Peruvian women and children”, with support from the United Nations Trust Fund for Human Security and a contribution from the Japanese government. The overall objective of this inter-agency project was to build the capacities of children, adolescents and women to promote, defend and exercise their rights as a way of developing human security in Andean areas, which are distinguished not only by high rates of poverty and extreme poverty, but also due to having been the scene of political violence that ravaged the country. The project was implemented from June 2007 through December 2009.

¹ In 2001 the survey (National Survey of Families – ENAHO) was only conducted during the fourth quarter. In 2008 it was conducted throughout the year. (Source: INEI. National Survey of Families, 2001 and 2008).



WHERE AND HOW WAS THE PROJECT IMPLEMENTED?

The project was carried out in two departments in the southern Peruvian highlands: Apurímac and Ayacucho. Two provinces were selected in each department: Andahuaylas and Chincheros in Apurímac, and Sucre and Vilcashuamán in Ayacucho.

Initially, it was proposed that the intervention be composed of 24 communities in the four provinces selected; however, progress in the decentralization process and the new priorities of the social policies of the current administration led to redesigning the project and the need to strengthen local governance. Therefore, 32 districts were selected and grouped into five alliances, each led by one municipality called the “alliance head”, whose name was given to the respective alliance. These were Pacucha, Huancaray, Ocobamba, Soras and Vilcashuamán.

For the selection and prioritization of the intervention districts and the formation of alliances, the following criteria were taken into account: i) road connections between municipalities; ii) health, education, nutrition and family income indicators, and their relation to the Human Development Index (HDI); and iii) joint work experiences of health networks and previous municipal alliances.

As shown on Map 1, all of the districts selected are poor or very poor, according to the poverty index calculated based on the 2007 Population and Housing Census. Other indicators show their vulnerability in terms of access to health care and human development, in addition to the after effects of internal violence in Peru.

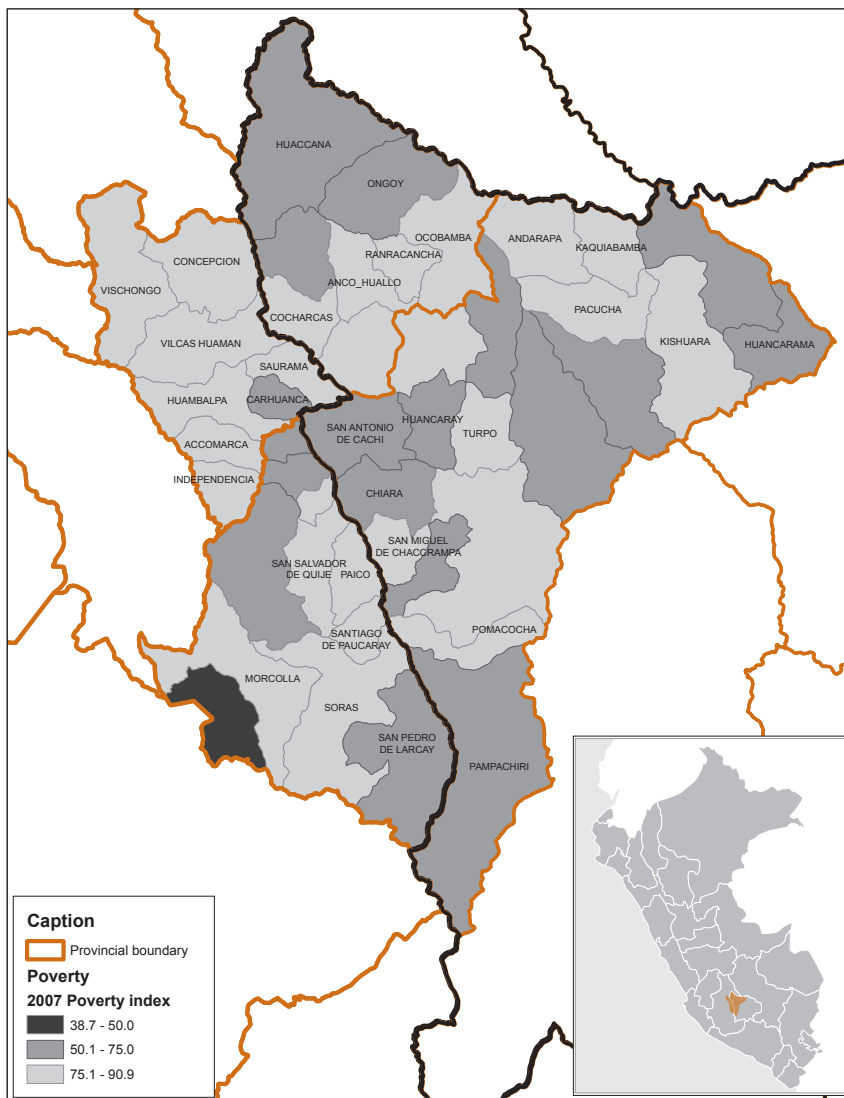
Regarding the intervention strategy, the project focused its actions on building the institutional capacities of the municipalities and the health and education sectors, as well as building community capacities to promote and exercise their rights. In addition, basic equipment was provided for health care facilities and schools.

The project improved overall health care and nutrition for mothers, boys, girls and adolescents, with an approach based on rights, gender and interculturality².

² Several of these elements had been applied successfully in the Buen Inicio (Good Start) program carried out by UNICEF. In this regard, see Lechtig, Aarón, *Programa Buen Inicio: Evaluación externa* (Good Start Program: External assessment). Lima: UNICEF, 2007.



Map 1³ Scope of intervention according to poverty levels



Source:
INEI, 2007 National Census, XI Population Census and VI Housing Census. System for mapping poverty, extreme poverty and unsatisfied basic needs.

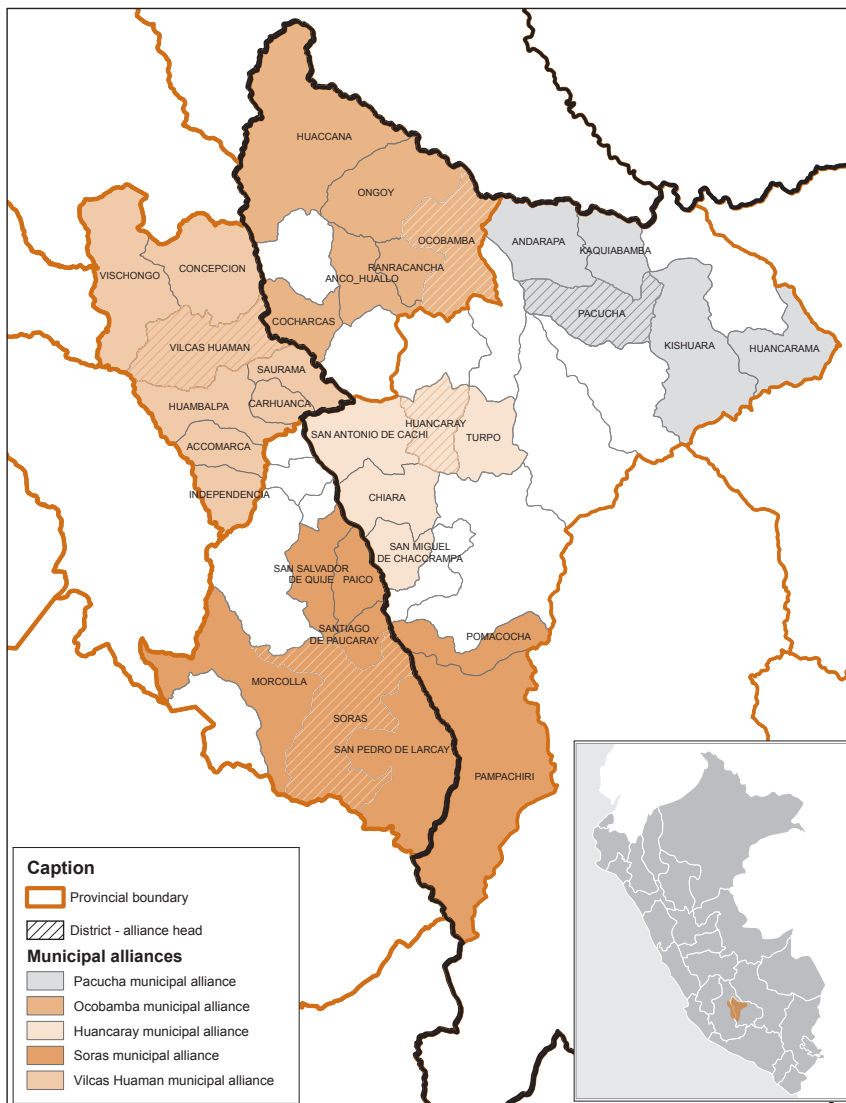
³ All of the maps shown in the document were made by Óscar Madalengoitia.

WHAT WERE THE SPECIFIC OBJECTIVES ESTABLISHED BY THE PROJECT?

The project established ten specific objectives that were closely related to the Millennium Development Goals and the United Nations Development Assistance Framework:

1. To reduce the perinatal and infant mortality rate by 15%.
2. To guarantee that all of the women in the geographic areas selected have safe pregnancies and to reduce maternal mortality by 30%.
3. To reduce unwanted pregnancy and teen pregnancy among women in the geographical areas selected by 20%.
4. To reduce the low birth weight index, chronic malnutrition and anemia in pregnant women and children under the age of three by 20%.
5. To guarantee that at least 50% of all of the children under the age of five have access to the different components of comprehensive early childhood development and/or improved child rearing capacities in the family.
6. To guarantee that at least 60% of primary through high school age children have access to an education that promotes sexual and reproductive health.
7. To guarantee that at least 60% of primary through high school age children have access to a basic intercultural education of good quality, including the reduction or elimination of gender inequality.
8. To increase the level of learning achievement among primary school children by 10%.
9. To guarantee that all women and children have access to local institutional mechanisms that ensure their rights from the time they are born and defend them from exploitation and abuse.
10. To guarantee that subnational governments in the areas selected plan and implement programs with women and children better, through the development of a Regional Plan of Action for Women and Children with special emphasis on gender and an intercultural approach

Map 2 Scope of the project's intervention



Sources:
 INEI, 2007 National Census, XI Population Census and VI Housing Census.
 Project: “The only opportunity: human security for the development of Peruvian women and children”.

Chapter 2

Project Assessment

Project Outcomes and Lessons Learned

The only opportunity: human security for the development of Peruvian women and children



2. PROJECT ASSESSMENT

WHAT WAS THE PURPOSE OF THE ASSESSMENT?



To assess the project titled “The only opportunity: human security for the development of Peruvian women and children” with regard to the criteria of pertinence, effectiveness, efficiency and sustainability. Specifically, what was sought was:

- To identify the factors (positive and negative) that played a part during the implementation of the project.
- To review the management of the project, identifying the relation between the agencies in charge of the project, the organization of the team in Lima and the working areas in Apurímac and Ayacucho.
- To extract lessons learned and related good practices, based on findings, for the purpose and strategy of the project.
- To propose conclusions and recommendations derived from the findings, that can be extrapolated for the design and implementation of similar projects.

WHAT METHODOLOGY WAS USED?

Due to the short duration of the project, the assessment was focused on the processes and outcomes related to building local institutional capacities of the municipalities and health and educational institutions, rather than on the impact of such actions. A qualitative methodology was used, due to its strengths for studying intermediate processes and outcomes that involve changes in working approaches (approaches based on human development, childhood, gender and interculturality) and the application and enhancement of new knowledge and methodologies in municipalities and health and educational institutions.



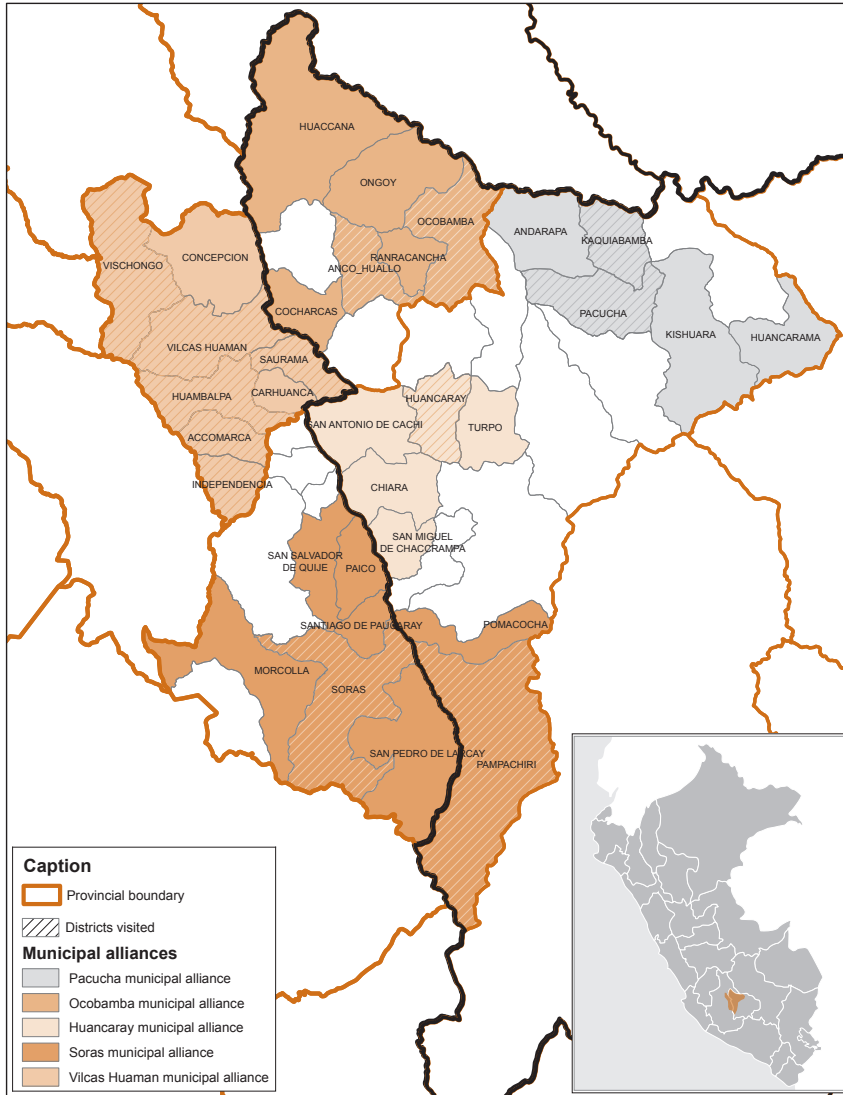
One limitation was the lack of a comparable baseline, due to which it was necessary to retrieve experiences and perception of change among the different players (including providers and users of health and education services), as well as triangulation of different information sources and techniques (semi-structured interviews, focus groups, review of documentation and ethnographic observation). Additionally, a review was made of the information available to the public at the Integrated Financial Administration System (known by its Spanish acronym, SIAF) on the trend in the allocation of local governments' budgets to human development issues related to boys, girls, adolescents and women that were promoted by the project.

HOW WAS INFORMATION GATHERED?⁴

The field work was carried out during the months of October and November 2009, both in Lima and the provinces where the project was executed: Vilcashuamán and Sucre in Ayacucho, and Andahuaylas and Chincheros in Apurímac. Visits were made to thirteen of the thirty-two districts where the project was implemented. Priority was given to covering the five districts that were “heads” of alliances due to their key role in managing project activities and due to the fact that actions were concentrated in these locations. Additionally, visits were made to eight districts whose local governments were “members” of these alliances, for the purpose of studying their operation and the outcomes beyond the alliance heads.

⁴ In addition to the consultants, Mariestela León (Vilcashuamán) and Balbina Cárdenas (Andahuaylas, Chincheros and Soras) participated in carrying out the field work. In Lima, Janeth Babilonia provided logistical support.

Map 3 Places where information was gathered for the assessment



Sources:
 INEI, 2007 National Census, XI Population Census and VI Housing Census.
 Project: “The only opportunity: human security for the development of Peruvian women and children”.

Information gathering was organized according to the division of geographical areas of the two local project teams. Therefore, in the case of Ayacucho, the work was focused on the municipal alliance comprising the entire province of Vilcashuamán and the regional capital of Ayacucho. In the case of Apurímac, the work was organized based on the other four municipal alliances fostered by the project in the two provinces in Apurímac (Andahuaylas and Chincheros) and the province of Sucre (Ayacucho), in addition to the city of Andahuaylas.

The information gathering techniques included semi-structured interviews, focus groups and ethnographic observation, in addition to a review of existing documentation. These techniques were used in the different areas of the field work.

The interviews and focus groups held with the five alliances in the intervention areas covered the wide range of players directly involved in project activities for building institutional capacities, as well as male and female users of the services provided by these institutions. In addition, interviews were conducted with leaders (for example, representatives of social organizations) and other key players in the community. Details are provided below:

Table 1
Number of people who participated in interviews and focus groups in the project's intervention areas (Andahuaylas, Chincheros, Sucre and Vilcashuamán)

Participants in interviews and focus groups	Andahuaylas, Chincheros and Sucre	Vilcashuamán	Total
Mayors, council members and municipal officials	12	12	24
Representative of the Ombudsman offices	9	4	13
Specialists from the local education management unit (<i>Unidad de Gestión Educativa Local / UGEL</i>)	3	2	5
School principals	6	3	9
Educators	12	10	22
Health service providers	15	9	24
Users of health care facilities	9	12	21
Community health promoters	2	1	3
Community leaders	3	2	5
Other community stakeholders	5	1	6
Adolescent school students (focus groups of male and female students)	32	19	51
TOTAL	108	75	183

Chapter 3

Main Outcomes and Challenges

Project Outcomes and Lessons Learned

The only opportunity: human security for the development of Peruvian women and children





3. MAIN OUTCOMES AND CHALLENGES



The outcomes presented below mainly correspond to project assessment objectives, especially with regard to its pertinence and sustainability, as well as the main processes begun or strengthened in the institutions and sectors with which work was done through the project (local governments, health and education).

PERTINENCE OF THE HUMAN SECURITY PROJECT

The project strengthened local institutions

With the decentralization framework, the project was absolutely pertinent in order to strengthen local governments and health and educational institutions present in the intervention areas. As indicated in the interviews with authorities and municipal officials, the project responded to the need to strengthen local governments in rural and impoverished areas with very limited resources and incipient management capacity, so that they could begin thinking about and exercising their new responsibilities in relation with health, education and the rights of children and adolescents. The project was able to articulate decentralized management with the Millennium Development Goals (MDG). In addition, the project has contributed knowledge and put public policies on health and education into practice. In relation with health, the sector's efforts in relation with childbirth were strengthened with intercultural adaptation, Homes for Expectant Mothers with community management, comprehensive maternal and perinatal health care, comprehensive health care for girls and boys, and comprehensive care for adolescents. In education, the same was done with regard to Intercultural Bilingual Education, curricular diversification, and Comprehensive Sex Education. In addition, different sectors were involved in the reflection on and knowledge of legislation on family and sexual violence, and the implementation of ombudsman's offices.

The project was articulated with social policy within the decentralization framework

The project attained a level of articulation with the national CRECER strategy and the JUNTOS program by improving health care for women, children and adolescents, as these programs increase demand.

However, further work must be done on the issue of health as a right. That is, the work of building institutional capacities to improve public health must go hand in hand with the promotion of a relationship between the citizens and public services and reformulation of the relationship between state institutions (more willing to be held accountable) and society (with greater capacity to demand respect for their rights and enforcement of existing legislation) in the process of strengthening subnational governments.

The participation of local stakeholders contributed to the definition of priorities

Subnational governmental and health and education sector authorities participated in the phase during which project priorities were defined through local planning workshops (led by the municipalities), needs surveys (at health centers and first-aid stations), the preparation of Annual Operating Plans (known by its Spanish acronym, POA) with local institutions and other consultation meetings. Due to the fact that the human development agenda proposed by the project was new to many of the municipal officials, it could be said that there was a discovery or legitimation of the proposed agenda for health and nutrition, education and the protection of the rights of children, adolescents and women.



INTER-AGENCY MANAGEMENT

The inter-agency work made the interventions more comprehensive

Undoubtedly, the joint work of the three United Nations agencies, with complementary objectives and areas of expertise, resulted in multisectorial and more comprehensive interventions, especially in the health field. Nonetheless, the challenge remains to achieve greater harmonization of working strategies that facilitate mutual learning among agencies with regard to forms of intervention and technical accompaniment, as well as standardization of administrative processes and internal control.

ORGANIZATION OF THE PROJECT FOR THE WORK IN REGIONS

Local team with insight and working experience in the intervention areas

In each area, there was a local team that covered the project's intervention areas (health, education and local development) and had experience working in the geographical settings selected. However, human resources were very limited for the scope of the intervention (32 districts), as well as for the number and complexity of the activities planned. In addition, the officials and consultants from the three agencies in charge of technical accompaniment and supervision were only dedicated to the project part time. The participation of local personnel was not possible in the initial coordination and planning with the project's key partners or in the formation of the municipal alliances, because the selection of the team took more time than expected. This late start resulted in greater priority being given to the execution of the Operating Plan and the budget than to discussion about inter-agency intervention strategies and project approaches.

THE WORK WITH LOCAL GOVERNMENTS

The main achievement in the work with local governments was the introduction or strengthening of a human development agenda, giving priority to children. The greatest challenge for this agenda to be implemented sustainably was for municipalities to be able to make social investments using available public and international cooperation funds. In terms of the process of building the capacities of local governments, both the strategy of working through municipal alliances and transferring economic resources to the municipalities, presented specific challenges that left us important lessons learned that will be presented in section 4. The aforementioned achievements and challenges are detailed below:

Local governments introduced a human development agenda, giving priority to children

The project introduced or strengthened a social and human development agenda in the local governments, with emphasis on health, education and protection of the rights of boys and girls, and to a lesser extent, those of adolescents and women. This can be noted in a heterogeneous manner (primarily in the alliance heads and some other districts) and is expressed in the discourse on local development, the updating of concerted development plans, as well as in some specific decisions and actions of the municipalities (see the following table):

Table 2
Main changes observed in local governments in the intervention area

Changes observed or recognized	Intervention districts
Inclusion of issues related to health, education and protection from violence against boys and girls in the discourse of authorities and municipal officials interviewed about local development.	<ul style="list-style-type: none"> Majority of the mayors and other officials interviewed in 13 of the 32 intervention districts.
Establishment or strengthening of ties between municipalities and health and education sectors through joint activities (for example, Homes for Expectant Mothers or Juvenile Development Centers) or intersectorial entities.	<ul style="list-style-type: none"> Districts that are alliance heads.
Creation or strengthening of institutionality: <ul style="list-style-type: none"> Office of the Municipal Ombudsman for Children and Adolescents (known as DEMUNA). Juvenile Development Centers (known by its Spanish acronym, CDJ) Strengthening or commitment to create social development departments / offices. 	<ul style="list-style-type: none"> Creation of DEMUNA in 17 of the 24 intervention districts in Andahuaylas, Chincheros and Sucre. Formation of a Provincial Coordinator of Ombudsmen for Children and Adolescents in Vilcashuamán. Recognition of CDJ through mayoral resolutions in six districts where they were created. Municipalities in the province of Vilcashuamán.
Creation of technical team of designers of Public Investment Projects (PIP) with an approach based on human development and childhood .	<ul style="list-style-type: none"> Promoted at Vilcashuamán Provincial Municipality by officials who took a certificate course in PIP with an approach based on human development and childhood promoted by the project.
Updating of public administration instruments.	<ul style="list-style-type: none"> Updating of Concerted Development Plans in 10 districts. Active participation in Local Education Project in districts of Vilcashuamán.
Contribution and commitments from municipalities to furnish, remodel and maintain Homes for Expectant Mothers.	<ul style="list-style-type: none"> Seven districts with health centers qualified to handle births.
First experience with workshops for children and adolescents to participate in the participatory budget.	<ul style="list-style-type: none"> Majority of intervention districts.

The emphasis on children is clear and is now part of the discourse (and in some cases, the actions) of municipal officials in the different districts visited. Issues promoted by the Human Security project that are considered part of the municipal agenda are: reduction of malnutrition, improvement in the quality of education and protection of the rights of children. Consensually, those interviewed say that the approach to these issues has been introduced or enriched in the certificate course on public investment and in other courses and/or workshops organized by the project. They contrast their interest in “social” issues with the “infrastructuralist” bias that was prevalent preceding the project.

Although not in the same way as children, adolescents have acquired a certain presence on the municipal agenda, primarily through the implementation of the Juvenile Development Centers (CDJ). However, strengthening the development of women and the incorporation of the gender approach on the municipal agenda are still pending. This would be related to the greater difficulty of introducing the gender approach on the public agenda, in contrast to the approach based on children and the rights of girls and boys, on whose importance consensus and acceptance have been achieved.

[Without the project] we simply would not have placed value on children and mothers. We simply would have always been thinking about infrastructure and not about capacity building or educational quality.

[...] As far as I'm concerned, the importance that should be placed on children, mothers and adolescents through this project is positive. That is what is most important because ordinarily we just see adults and their surroundings, don't we? The authorities, adults; but we have seen that through children, we can make the future different, because who will replace us? We also understand that children are not about the future, but the present. We must remember that we should always give them a different quality of living. That is placing value on them, isn't it? That is what has particularly made an impact on me.

Interview with the mayor of Soras

Prior to this project, we didn't place value on children, and certainly not on adolescents, [...] who are the most vulnerable. Mistreatment and abandonment of children are decreasing.

Interview with council members from the municipality of Ocobamba

Challenges for municipal social investment

Firstly, we found that almost the entire budget that municipalities earmark for human and social development is allocated to activities as current spending, and not to projects as investment spending. To a large degree, this is due to the fact that the municipalities' technical personnel do not know how to budget social issues as investment rather than current spending. Nor does the Ministry of Economy and Finance, which currently gives priority to results-based budgeting⁵, facilitate the use of success indicators for this type of investment. The consequence is that nearly all of the investment budget, for which there are significant sources of funding such as the Municipal Compensation Fund (known as FONCOMUN) and the Fund to Promote Regional and Local Public Investment (known as FONIPREL)⁶, ends up being allocated to infrastructure. As one of the officials interviewed commented, "We have learned the criteria, but indicators must be learned to show outcomes".

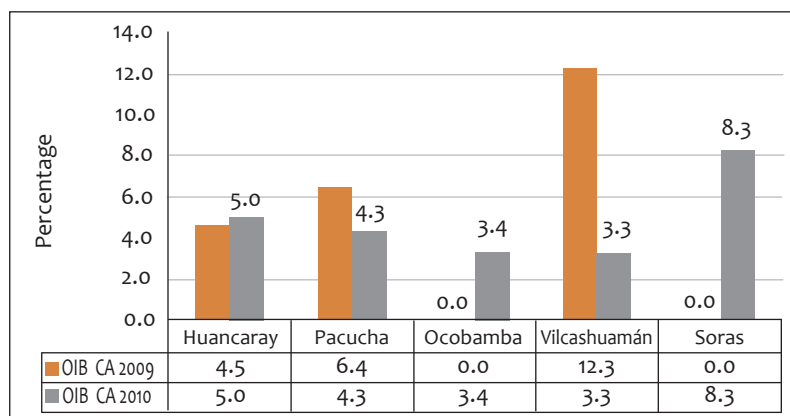
Barring exceptions, the changes in the discourse of authorities and officials with regard to the interest of local governments in childhood and adolescence is not yet reflected in the budget allocation. A review of the Integrated Financial Administration System figures shows that, for the year 2010, only seven of the thirty-two districts included in the project allocated at least 5% (percentage offered by several municipalities) or more of their budget to the agenda promoted by the Human Security Project on the issues of childhood and adolescence. A positive occurrence is that the seven districts with the greatest investment in children and adolescents have increased the percentage of their budget for this concept compared to 2009, which could lend continuity to the activities promoted by the project once it is completed.

Taking into account the alliance heads, where the work related to the project has been more intense than in other districts, we find that in three of the five heads, the percentage of the Opening Institutional Budget (OIB) is earmarked for current spending on activities for children and adolescents: Soras in Sucre, Huancaray in Andahuaylas and Ocobamba in Chincheros (See Graph 1).

⁵ The purpose of results-based budgeting is for state interventions to be designed and assessed, with the people and the achievement of results for their benefit as the articulating axis. In the 2008 budget, for example, five strategic programs were designed: Nutritional articulation, Maternal/neonatal health, Learning achievements, Access to identity and social services and Market opportunity programs. These strategic programs coincide with the objectives of the Human Security Project.

⁶ The Fund to Promote Public Regional and Local Investment (FONIPREL) is a contestable fund, the main purpose of which is to co-fund Public Investment Projects and pre-investment studies aimed at reducing gaps in the provision of basic services and infrastructure, and that have a greater potential impact on the reduction of poverty and extreme poverty in the country (Law No. 29125).

Graph 1
Municipal Investment (current spending) on the human development of children and adolescents in the municipal alliance heads⁷
2009 – 2010 percentage



OIB = Opening Institutional Budget

CA = Children and adolescents

* Municipalities that are alliance heads

Source: Integrated Financial Administration System (SIAF) – MEF

Prepared in-house

One of the problems faced by any project seeking alliances with local governments is their institutional fragility and the difficulty of completing the initial plan, especially with regard to issues that are not particularly “profitable” in political terms. Analyzing the budgets of the 32 municipalities in the project, we find that the average budget execution of activities related to children and adolescents is in many cases lower than the overall budget execution. This means that, while at the beginning of the year the municipality commits to certain budget allocations for children and adolescents, over the course of the year the initial budget is not executed.

Project management challenges faced by municipal alliances

The municipal alliance strategy, through which implementation of the project was sought in the 32 districts within the scope of intervention, worked with ups and downs and benefited the alliance heads (five district municipalities and one provincial municipality) more than other districts. The alliance heads managed the resources for project activities and in this process, established ties with education and health institutions and the Ministry of Women and Social Development; they had a greater degree of accompaniment by the project team and tended to centralize training events in their districts.

⁷ In accordance with the human development agenda promoted by the Human Security Project, the following activities budgeted by the municipalities have been included: Development of primary education for minors, Basic health care, Support for citizens and families, Education administration aimed at learning achievements, Improvement in the nutrition of children under the age of 36 months, Arrangements for complementary nutrition, Reduction in the incidence of low birth weight, DEMUNA, etc.

There are a number of reasons why these alliances did not work as expected; that is, as ways of planning and executing the project jointly and with solidarity. Among the most important are:

- Lack of road or spatial connections among some districts that are economically and socially integrated with different microbasins. Although some districts have means of communication connecting them, no public transportation is available, due to which they must have their own transportation to go back and forth.
- Lack of awareness, commitment or leadership capacity among mayors.
- Institutional weakness of local governments, aggravated by initiatives to remove authorities from office that are common in a number of municipalities in the intervention area.
- Lack of operating capacity among the alliance heads in order to coordinate with associated municipalities on a regular basis.

Challenges for the management of economic resources through local governments

The management of economic resources through the municipalities, which the agencies count on in order to build the capacity of these institutions to manage social projects, was affected by delays in rendering of accounts. The local NGOs have been a most efficient alternative for meeting execution deadlines and rendering accounts for agency funds, in the case of City Hall, as well as the health and education departments. However, taking an NGO as a partner precludes the possibility of contributing toward building management capacities in the municipality and weakens its leadership role in on-going processes.

WORKING WITH THE HEALTH CARE SECTOR

The project contributed toward improvement in the capacities of health institutions to care for the health of mothers, children and adolescents. The following are the most important advances and challenges in strengthening the processes begun:

Complementation of social programs, avoiding duplication of efforts

One of the most on-target aspects of the project is its ability to join forces with the health sector without duplicating efforts. Although the objectives of the project were very specific and directed toward the purchase of drugs and micronutrients, agency personnel, who were familiar with the incentives of the national strategy known as CRECER, did not want to duplicate efforts, but rather sought to direct part of the funds toward the purchase of high quality equipment so that health care providers could offer an adequate level of care (for example, ultrasound equipment).



Health regulations disseminated and resolution capacity of health care services strengthened

The project has also helped to disseminate, strengthen and facilitate the implementation of Ministry of Health regulations and guidelines among health care personnel, such as those related to intercultural childbirth care and the establishment of Homes for Expectant Mothers, emergency obstetric and neonatal care, comprehensive maternal and perinatal health care, comprehensive health care for boys and girls and comprehensive health care for adolescents. Although health care personnel already had some knowledge of these regulations and protocols, this was not true across the board, especially in health care facilities in more remote locations. This was the case, for example, with regard to intercultural childbirth care and Homes for Expectant Mothers. In addition, the project has provided training and equipment that facilitates compliance with existing health care regulations, which improves the resolution capacity of health services for mothers and children.

Growth and Development Services strengthened

The Growth and Development service (known by its Spanish acronym, CRED) was strengthened through the training of personnel (prioritized listing, anthropometry and multimicronutrients), as well as the distribution of multimicronutrients, scales and stadiometers provided by the project to the health centers and first-aid stations within the scope of intervention. Health care personnel have said that without support from the project, both training and equipping CRED would have taken place much more slowly and they could not have made progress in the standardized management of these processes. One unresolved aspect is a lack of follow-up and monitoring of these services by the health sector itself, which is attributed to a lack of personnel.

They implemented stadiometers and tripods with scales for us. Now most of our health care facilities have them; very few have yet to obtain them. So, after that, it was just the complement we needed, wasn't it? I'm referring to the Anthropometry workshop on the proper use of the instrument they provided for us. Anthropometry is basic for us and I think it's the key point for adequate diagnosis of children that, as we've seen in the workshops, is as they say, the main part of the evaluation. A large part of a diagnosis and the actions to be taken depend on that. That is being continued and we want to achieve standardization among staff members who treat children. [...] We've come to realize that it's not simply a matter of weight and height, as many believed prior to attending the workshop. [...] The workshop was intended to ensure that the personnel were aware of what they were doing. [...] Apart from that, equipment has been implemented, for instance cold chain equipment, which is also basic and there are many first-aid stations that still don't have it. [...] A great deal has been accomplished...

Interview with the Local Health Care Center (known by its Spanish acronym, CLAS) Manager in Vilcashuamán

Services for childbirth care with intercultural adaptation implemented

The infrastructure and cultural adaptation of the Homes for Expectant Mothers, as well as the equipment of delivery rooms, were improved according to the different preferences of the women. This took place in the intervention districts where there are health care centers qualified to provide childbirth care, the majority of which are alliance heads. The major issue still pending is achieving greater understanding and balance of power, which are the basis of any intercultural dialogue, among users and obstetricians. This confirms the need to continue working with health care personnel from an intercultural and rights perspective, in addition to establishing or strengthening promotion and community oversight mechanisms.

Differentiated health care services for adolescents, equipped to provide comprehensive care

Differentiated health care services where only adolescents are treated (Vilcashuamán, Huanca-ray and Pacucha) have been implemented and, whenever it was not possible to provide an exclusive area, differentiated hours were scheduled (health centers in the districts of Andahuaylas and Chincheros). It should be noted, however, that these services are particularly vulnerable to the turnover and lack of personnel. They are not a priority for regional governments or the health sector in the intervention areas, they have no budget, and they are not considered in the health care facilities' evaluation indicators. In addition, confidentiality and privacy must be guaranteed in order for adolescents to use the differentiated services more frequently.

As the head of Adolescent Care, I am thankful for the project's support for those in this stage of life, because adolescence is the stage that is most often forgotten, even by the ministry. It is the most critical stage that every human being goes through. We take care of pregnant women, babies and children, but the chain is broken when a child reaches puberty and adolescence and it's as if everything we've offered during childhood is lost. [...] But with this project, this year I've been able to do a lot of work. We've been able to reach a large number of adolescents from schools and from the districts. I think that a small seed has been planted, because adolescents have gotten used to the idea that there are people who care about them; it's not just a matter of words.

Without the project, I couldn't have done this. They've [the local project team] accompanied me several times to visit the alliances and I've had the opportunity to see young people at the meetings.

Everyone advocates for children and pregnant women because there is funding for them. There is money. I don't even have funding to give them [adolescents] a snack. It's okay, because this is a good start, but the chain shouldn't be broken when a child becomes an adolescent. Many activities should be carried out with them, but in an individualized manner.

Interview with the head of Adolescent Care, Andahuaylas Health Department (DISA/HD)

WORKING WITH THE EDUCATION SECTOR

The progress made in the education sector can be noted primarily in the processes implemented to achieve two of the project's education objectives: access to a basic intercultural education of good quality and improvement in learning in primary education. The activities corresponding to access to an education that promotes comprehensive sexual and reproductive health (third objective in education), laid some important groundwork with regard to Comprehensive Sex Education (known by its Spanish acronym, ESI). The following are the main outcomes and difficulties noted:

Educators, school principals and students involved in the improvement of educational quality through Intercultural Bilingual Education

Educators and school principals credit the Human Security Project with having provided an approach, methodology and educational materials that enable them to appreciate and incorporate elements of the local culture (including language) and daily life in primary-level teaching, especially in the areas of reading comprehension and mathematical reasoning prioritized by the project. Two important aspects of this process are highlighted below:

- Significant synergy was achieved between the promotion of Intercultural Bilingual Education (known by its Spanish acronym, EIB) and improvement in primary school learning, curricular diversification and methodologies that recover local cultural forms of expression, such as songs and riddles.
- The active involvement of educators (contest) and students (recovery of songs) in the production of relevant educational material. Teachers' interest and commitment in facilitating the implementation of EIB and strengthening of children's cultural identity has increased.

Well, what is new to us is the methodology based on our own reality for teaching, and teaching with material from the same place and using the environment also, the setting where one lives. Also, not teaching within four walls, but rather going out and seeing the reality of the geographical setting. [...] We travel in the morning and teach class along the way -- communication, math and social science classes, because mathematics can also be taught in the field, in the plant nursery, on the farm, where the guinea pigs are, ... the majority of things, and you apply geometry there. [...] The methodology from the teacher training is good, because it makes us participate actively and it asks us for the previous knowledge we have, the experiences, so according to that, it makes suggestions to us and we consolidate the subject of learning. That's good, because we have to start out with our own reality. That is, there is no recipe. That's what I take from it. If not, we put what is found in reality on paper and summarize it, conceptualize it and we consolidate with the presenter.

Interview with teacher from a school in the district of Accomarca, Vilcashuamán

The results of the application of the new methodologies and educational materials facilitated by the Human Security Project were not assessed, as only a short time had passed since their implementation. However, their application could be noted in the fieldwork. We noted the creative, enthusiastic use of these methodologies and materials mainly in schools in Vilcashuamán (Ayacucho), while this did not occur in the same way in the schools observed in Andahuaylas. The difference is likely due to the fact that the focalization strategy used in Ayacucho (working with educators from schools in only two districts, but seeking to cover all of them) would have been more successful than the replica used in Andahuaylas in order to reach a larger number of educators.

One challenge is attaining greater presence of the gender approach in the implementation of new methodologies conducive to Intercultural Bilingual Education (EIB), and not only incorporating it in some specific activities (for example, training on Comprehensive Sex Education and Gender-based Violence).

Educators and school principals familiarized with the regulations on Comprehensive Sex Education (ESI)

Training on Comprehensive Sex Education (ESI) offered by the project with support from the Ministry of Education has enabled educators and school principals to become familiar with the existing regulations on ESI and its incorporation as part of the educational program. In addition, it has allowed educators to reflect upon their own experiences and fears regarding sexuality, and to improve their knowledge on approaches and basic knowledge related to ESI. However, it is a process that was not begun until the last semester of the project. It requires continual reinforcement and monitoring, especially considering that the issue of sexuality among adolescents, especially adolescent girls, is surrounded by prejudices and prohibitions from adults, including educators and school principals.

Education specialists, school principals and educators have strengthened their planning and management capacities

Although it was not explicitly an objective of the project, specialists from the Local Education Management Units (known by its Spanish acronym, UGEL), educators and school principals that participated in the coordination of project activities were able to build their management capacities for the preparation of work and training plans, as well as the coordination and formation of inter-institutional working teams. This has been recognized by education specialists from the UGEL, as well as by specialists from regional entities.

In addition, project support in the preparation of regional and local education plans has strengthened and expanded the discussion and consultation process for the plans. The potential of this process, whose impact will be assessed in the future, is promotion of the involvement of local governments in improving education in the district, as well as the connection between education and local development.

I think that this intervention has made it possible for people to understand the need to coordinate, schedule, plan, and advice educators in their UGEL. When they trained you, what you learned, you left in the classroom... but now, the training is being replicated. Some activities are being executed in the communities, which are the most remote communities, with educators there in the province. And now these gentlemen are being trained, they replicate the training in their communities, because people from the communities are the ones who come. It has been guaranteed that people will come from all eight communities and the teachers are working with students' parents and with teachers themselves and students.

Interview with Educational Guidance and Tutorial Specialist from the Regional Department of Education - Ayacucho



WORKING ON PROTECTION OF RIGHTS

The greatest contribution of the project in the area of protection of rights is the creation of the offices of ombudsmen for children and adolescents, which has generated or increased interest among the municipalities and other local institutions in working in the area of violence against children and adolescents. Efforts were also begun to deal with gender-based violence, calling upon different public institutions and civil society, as well as generating basic information that can serve for future interventions.

Ombudsmen for children and adolescents established and strengthened

Within the framework of the project, ombudsman's offices have been established or strengthened in districts of the five municipal alliances. The majority of them are Municipal Ombudsmen for Children and Adolescents (known by its Spanish acronym, DEMUNA), and the others are School Ombudsmen for Children and Adolescents (known by its Spanish acronym, DESNA) and Community Ombudsmen for Children and Adolescents (known by its Spanish acronym, DECONA). One of the most noteworthy aspects of the creation of the ombudsman's offices in the intervention areas is that they have shed light on the problems of abandonment and violence, particularly against children and adolescents, for local governments, as well as other institutions and the community.

DEMUNA: The municipalities in the intervention areas have renewed concern or have become concerned about the DEMUNA as a result of project activities. Only in one of the 24 districts in the alliances of Andahuaylas, Chincheros and Sucre, were there municipal ombudsmen prior to the arrival of the project. It is particularly noteworthy that in the districts in the alliances of Andahuaylas and Chincheros, DEMUNAs have been created in almost all of the intervention districts (14 of 16 districts intervened), with a high level of commitment among the personnel in charge (see Table 3).

Table 3
Number of DEMUNAs established within the framework of the Human Security Project in the municipal alliances of the provinces of Andahuaylas and Chincheros

Alliances in Andahuaylas and Chincheros	Number of districts	RENAMU 2007	MIMDES 2010
		Number of DEMUNAs	Number of DEMUNAs
Huancaray Alliance	5	0	5
Ocobamba Alliance	6	0	5
Pacucha Alliance	5	0	4
Total	16	0	14

Sources:

2007: INEI – Register of Municipalities 2008

2010: MIMDES – Board of Directors of the Ombudsman’s Offices for Children and Adolescents, as of February 11, 2010

Prepared in-house

Despite this significant progress, there are still doubts about the sustainability of the DEMUNAs, especially due to the lack of personnel able to devote the amount of time necessary to take charge of them. We find diverse modalities of operation among the DEMUNAs: i) in some cases the municipal council members are in charge of the DEMUNA (which is not in compliance with existing legislation), ii); in others, personnel on payroll are in charge, which guarantees their permanence but not necessarily their dedication; iii) personnel are hired to take charge of the DEMUNA (this applies to only one case). Each of these modalities presents sustainability problems that are not yet clearly indicated by those in charge. Therefore, we are talking about incipient institutions that, although they have generated enthusiasm, are still in the formation phase.

DECONA: In the Vilcashuamán alliance, four Community Ombudsmen for Children and Adolescents (known by its Spanish acronym, DECONA) have been created and community promoters/advocators specializing in cases of children and adolescents have been trained. The DECONAs offer an interesting perspective as a complement to the DEMUNAs in rural areas, provided that there is always a smooth relationship and mutual strengthening. The DECONAs cover remote areas where there are no DEMUNAs, identifying and referring cases to the DEMUNA. In addition, they have begun oversight and violence prevention work (replica of awareness and training workshops) that the DEMUNAs do not do. However, the DECONAs have existed too short a time and their actions are too specific to assess their results yet.

DESNA: Following teacher training on child abuse and family violence, four new School Ombudsmen for Children and Adolescents (known by its Spanish acronym, DESNA) were established in the province of Vilcashuamán⁸. According to adolescents who participated in the focus groups, the DESNAs at their schools have been useful for handling cases of conflicts between students and their parents, situations of parents' violence against their children, and counseling boys and girls to avoid their dropping out of school. Also, more often, they serve as a sort of advisory service for students who are having problems related to their conduct or low grades. A critical area noted is the low level of trust among students in the confidentiality of DESNAs. Another issue where strengthening of DESNAs personnel (educators and students) and school principals is particularly required, is that of the rights of pregnant adolescents. There are still discriminatory and punitive attitudes toward pregnant students in the schools, which discourage them from continuing their studies.

How does the office of the ombudsman work at your school?

Girl2: For example, when there are fights between students. They don't go voluntarily; a teacher's assistant sees them and calls them. She reprimands both students because they are fighting. They receive advice and make up. In serious cases, their parents are called in.

[...]When a student's parents mistreat her, her parents are called to make them understand and stop hitting her. There have been cases and there has been improvement.

Girl 3: The other time there was the case of a student who wasn't coming to class and then she returned to school.

Girl 4: When they run away from home or don't get along with their mother or father.

In what cases would you go to your school's ombudsman?

Girl1: There's no trust. You can't trust them because someone will tell someone else and they'll find out about your problem. They may tell others.

Girl5: The teachers talk among themselves and if one of them lets something slip to his wife, the whole town finds out!

Girl3: It's better to keep quiet.

Focus group with female adolescents, educational institution in the district of Independencia, Vilcashuamán

⁸ These are in addition to others that already existed and were promoted within the framework of the Comprehensive Program against Family and Sexual Violence-Ayacucho (Spanish acronym: PILVFS) with Belgian technical cooperation.



“Seed” actions carried out to continue reflection and information on gender-based violence

The issues of women’s rights and gender-based violence were approached with greater clarity only in the last months of the project and through specific activities (workshops), generating interest and motivation to continue emphasizing the issue among the operators of the entire system for protection against violence. In addition, the workshops held on gender-based violence offer valuable information for use in future interventions in the project areas. A preliminary assessment of the following can be made: resources, networks, prejudices and existing knowledge on gender-based violence; personal and institutional barriers to dealing with this type of violence at the public institution level – municipalities, national policy, and the health, education and justice sectors –, as well as the presence of the issue at the level of women’s grassroots organizations.

PROJECT SUSTAINABILITY

Although the assessment of the project does not make it possible to state that the progress made at the municipal level and that of education and health institutions will be sustainable once the project ends, we can identify positive and negative factors with regard to the continuity of the processes of change initiated that increase or decrease their sustainability (see Table 4):

Table 4
Positive and negative aspects of continuing the processes initiated

Positive aspects	Negative aspects
Processes and activities that have included a large number of stakeholders from the institutions involved could make the actions more sustainable.	Changes in personnel or management of local governments and education and health institutions. Their effects have been noted during the execution of the project.
Updating/formulation of medium-term public administration instruments that incorporate the human development approach.	Little development of community oversight systems.
A demand or expectation has been created regarding services that previously did not exist in the intervention areas.	Limitations of local (UGEL, health networks and micro-networks, DISA) and regional (DRE, DIRESA) entities for monitoring compliance with regulations and guidelines on health, education and protection of rights. Some of these limitations are related to the small budget allocation for these follow-up tasks, as well as the workload of the personnel in charge.

Chapter 4

Lessons Learned and Good Practices

Project Outcomes and Lessons Learned

The only opportunity: human security for the development of Peruvian women and children



4. LESSONS LEARNED AND GOOD PRACTICES



The lessons learned from the Human Security Project are a good starting point for projects executed among different United Nations agencies. Several of these lessons involve the need for central coordination, especially in the field where actions are carried out and participants talk and work with local stakeholders. In addition to these lessons, here we mention good practices from the project that can serve as a reference for other initiatives involving work with local governments, the health and education sectors, and other public institutions at the regional and district level.

A. PROJECT MANAGEMENT

Lesson 1: Make joint projects more than the sum of their parts

- In projects involving different cooperation agencies, joint participation of their personnel in the project design, and not only in the execution of the project, is necessary in order to achieve integrated work with greater possibilities of learning from each other.
- To the extent possible, agencies participating in joint projects need to harmonize their intervention strategies, as well as administrative processes, since a different treatment may cause friction among local personnel and create an inappropriate atmosphere for joint, coordinated work.
- Fostering greater coordination and inter-agency learning, not only at the central level, but also among the teams executing the project is indispensable, especially if it is executed in differentiated territorial settings.

Lesson 2: Establish realistic goals

- Project goals must be defined according to the tendencies observed and previous experiences in the areas of specialization of each agency. The multidimensionality of the changes proposed must be considered, as well as the complexity and level of stability of intervening factors in order to achieve them, especially in the areas most affected by poverty and violence, and in those where there is greater institutional weakness.

Lesson 3: Strengthen local teams

- The field execution of a project similar to the Human Security Project (broad scope of intervention, number and diversity of activities and stakeholders involved) requires local teams dedicated exclusively to project activities, as well as administrative and logistical support (for example, availability of transportation) that facilitates follow-up on the field work.
- Due to their key role in the organization of project activities and follow-up, the involvement of the local teams starting with the local planning phase is indispensable, as is investment in their on-going training on the project approaches as a whole (and not according to the activities for which they are responsible).

Lesson 4: Give priority to accompaniment and follow-up in the field

- Projects aimed at local capacity building require planning the time needed for accompaniment and follow-up in the field. This is equally important in the case of the person in charge of national coordination of the project.

Lesson 5: Plan jointly with local stakeholders

- Joint preparation of Operating Activity Plans (known by its Spanish acronym, POA) with the institutions (municipalities, health and educational institutions) to be strengthened is a good practice conducive to the pertinence and efficiency of the project, and increases the motivation and commitment of partner institutions. Thus, the project is no longer seen as an additional “burden” for the personnel, but rather it is integrated into and enhances their activities. In addition, joint planning ensures that interventions are timely according to the institutions’ calendars. For example, activities with the education sector should take place before the school year begins, or at the beginning of the school year at the latest, in order to facilitate its incorporation in the work, training and follow-up plans of the UGEL and schools. By the same token, the workshops to incorporate children and adolescents in the participatory budget must consider their design and approval period.

Well, we've done one...no, two POAs [Operating Activity Plans] in which we participated directly with them [the local project team]. With them, we hold workshops and activities, we coordinate here, we delegate. We do some things and they do others. They're responsible for different activities. They coordinate with us on what we are going to deal with and assign priority to. We see what is most appropriate based on what we know, the operational part, and they deal with the facilitation part. We complement each other in that way. [...].

*Interview with the Manager of the Local Health Care Center (CLAS) in
Vilcashuamán*

Lesson 6: Emphasize the transverse application of the gender approach

- The transverse application of the gender approach must be emphasized throughout the project cycle (design, implementation, monitoring and assessment), keeping in mind that its implementation is not simply a synonym for working with women. For this purpose, it is important to begin with concrete, daily situations from the local context, as was done with the interculturality approach.

B. LOCAL GOVERNMENTS

Lesson 7: Incorporate the human development approach in a practical, concrete manner

- In order to incorporate an approach based on human development and childhood in municipalities, awareness-raising processes with local authorities and redefinition of Concerted Development Plans (known by its Spanish acronym, PDC) must go hand-in-hand with: a) precise methodological tools that facilitate the application of new approaches in the formulation of public investment projects and b) official agreements and public commitments on budget allocations that can be monitored by the project and the people.

Lesson 8: Train project designers

- The Human Security Project's certificate courses and specialized courses on the formulation of human development and childhood projects are a practice worth continuing. Male and female participants in certificate courses and other courses are potential agents of change at municipalities and other institutions, and at the same time they contribute to the training of a group of local professionals and technicians that can form and give opinions for the development of public investment projects, seeking or taking advantage of existing funding opportunities. However, the methodology needs to be strengthened for successful application of new approaches to projects funded by FONCOMUN and FONIPREL, the main sources of municipal resources in rural areas with high poverty indices.



Lesson 9: Formulate a clear strategy for managing funds through municipalities

- Budgetary management of the project through the municipalities is a particularly critical aspect that must be considered as a form of intervention in itself. Improvement in management capacity and institutional coordination of the municipalities are expected outcomes of this intervention. At the same time, it must be clearly understood that this implies having a strategy, a time investment and gradual change. The UNICEF experience, which has continued throughout the project, using its funds through the municipalities, suggests at least three strategies that aided in the management of the funds transferred:
 - Carry out an awareness-raising and training process with different areas of the municipalities involved in the execution of and accountability for funds, prior to the transfer of funds. In this process, it is of key importance to take into account the points of view of municipal officials and workers (council members, administrative staff and social development personnel), considering the actual conditions in which local governments operate, including problems of legitimacy, excessive bureaucracy or low motivation.
 - Negotiate with the municipalities so that they assign a person to be in charge of managing the activities, monitoring procedures and overseeing compliance with execution deadlines for the project funded by the agencies.
 - Accompaniment and constant follow-up in the field by the local project team.

C. HEALTH SECTOR

Lesson 10: Work jointly for more comprehensive interventions

- The joint intervention of development agencies with complementary objectives and forms of intervention fosters more comprehensive health interventions. A good example of this is the synergy achieved by the joint intervention of UNICEF, PAHO and UNFPA in improving the different components of maternal and child health services (prenatal care,

childbirth with cultural adaptation, obstetric and neonatal emergencies, and monitoring of growth and development). The concurrence of areas of expertise, funds and work strategies made it possible to offer health care facilities equipment and training on maternal and child health simultaneously, as well as a participatory assessment of users' needs (case of delivery rooms and Homes for Expectant Mothers).

Lesson 11: Establish or strengthen promotion and community oversight mechanisms

- The process of improving childbirth services and the Homes for Expectant Mothers emphasizing inter-cultural adaptation confirms the need to establish or strengthen promotion and community oversight mechanisms in order for the change to be effective and sustainable. Respect for the rights of women and the incorporation of their customs and points of view (which are not homogeneous or unchanging) require continuing work to change relations hampered by unequal power and mutual mistrust, as well as to attain understanding between different types of logic. All of this is the basis of any possibility of critical cultural dialogue.

Now it's changing. We've allowed it to happen; we promoters are no longer organized. The women get together more in relation with the JUNTOS program. They don't go to hear talks on health matters any more. Before, we would come and take turns checking on how the women were treated at the home for mothers, what they needed, and so on. That's how we found out, or we waited outside until the women would come out. And once again, we would go in and ask why they were treated that way. The women told us that they were shouted at. There was a suggestion box and we wrote down the negative observations made. Mostly they complained about being yelled at and being treated like pigs. We complained to City Hall and the police; we also had someone come from the public prosecutor's office. They also said that the staff didn't speak Quechua, so there was a language barrier. [...] Maternal health care has improved because now vertical childbirth is allowed. They can be sitting or lying down if they prefer, according to their customs. A midwife from the countryside is allowed to enter, too, because we negotiated that before a group of promoters. But now, there is no longer that oversight.

Interview with health promoter from Vilcashuamán

D. EDUCATION SECTOR

Lesson 12: Learn by doing

- Interviews with educators and field observation confirm that the most effective training workshops are those that include specific proposals for methodologies and practi-

cal exercises on how to incorporate them in classes, in addition to a review of conceptual approaches. This “learn by doing” process is strengthened and acquires continuity through the active participation of educators and students in the preparation of their own educational materials. This is clearly evident in the efforts of the project to foster access to Intercultural Bilingual Education and improvement in learning mathematics and language. Theoretical/practical training workshops were very well complemented by contests among educators for the preparation of educational materials (compilation of stories and songs in Quechua) that gathered knowledge and elements of the local culture, and also encouraged boys and girls to participate actively.

Lesson 13: Focus the training

- The replica-training strategy was followed in four of the five alliances. However, in one of them (Vilcashuamán), as the activity was concentrated in two districts and nearly all of the educational institutions in those areas, the strategy was much more productive. If replicas are used due to budgetary reasons, forms of feasible, effective follow-up should be considered.

Lesson 14: Use local cultural expressions

- The experience of methodological innovation in mathematics and language, incorporating the use of local cultural expressions (for example, songs, stories and riddles) and daily experiences (for example, community calendar), is a good example of how to apply Intercultural Bilingual Education in specific courses. At the same time, it provides teachers with a tool for strengthening efforts aimed at increasing learning achievements in primary school.

Lesson 15: Include group dynamics and games in training

- Experience in holding training workshops for educators on Comprehensive Sex Education confirms the enormous pertinence of including group dynamics and games on issues related to sexuality and the sexual rights of children and adolescents. This offers them the opportunity to express themselves with greater freedom from doubt, fears and prejudices about aspects that tend to be associated with prohibition and shame, especially in the case of the sexuality of adolescent boys and girls.

Lesson 16: Involve the UGEL in project planning and activities

- The active involvement of the UGEL in the planning and preparation of project activities – and not only in their announcement and organization – contributes to the development of the management capacities of the educator specialists, as well as to greater involvement in their follow-up. This is another of the project’s good practices noted in the case of Intercultural Bilingual Education activities, design and curricular diversification, and the design of the Local Education Project.

Chapter 5

Recommendations

Project Outcomes and Lessons Learned

The only opportunity: human security for the development of Peruvian women and children



5. RECOMMENDATIONS

A. ON PROJECT MANAGEMENT



1. In projects intended to integrate different approaches (for example, human development, rights, gender and interculturality), how these approaches are articulated, conceptually as well as in their implementation, must be reviewed jointly with the local teams. For example, how the gender and rights approach is understood concretely and can be put into practice can be defined in work centered on building girls' and boys' capacities. The use of examples, stories and local terms, as done in working on interculturality, would be a way to do it using good practices from this project.
2. For joint or inter-agency projects, consider a more active role for the person in charge of project coordination in mutual learning and harmonization of strategies and approaches among the agencies involved. The latter should be one of this person's functions, in addition to articulation of and follow-up on the local working teams. This implies that this person must have a good understanding of the subject matter and the approaches of the project, in addition to the authority required to do follow-up and make recommendations to the local personnel hired by the agencies.
3. The projects need to have teams of advisors on specialized subjects who share the fundamental aspects of the approaches given priority by the project. In turn, these teams need to have the ability to advise using a single approach adapted to the local circumstances.

B. ON THE OVERALL STRATEGY OF THE PROJECT

4. Review the strategy of promoting multisectorial district committees. Recognizing their potential to promote concerted, integrated development, the promotion of minimal agendas and specific joint activities that fit with the objectives, timing and institutional capacities is suggested. The latter will remain active and consolidate the multisectorial or intersectorial working groups. Based on project experience in the municipalities of the alliances of Andahuaylas, Chincheros and Sucre, the Juvenile Development Center is, or can be, an intersectorial work axis between the municipality and the health and education sectors. The same situation could occur with regard to the issue of nutrition (as it already has with the experience of the national CRECER strategy). In addition, the Homes for Expectant Mothers and the issue of preventing maternal deaths have been a relatively successful work axis between the health and the municipalities.
5. Active involvement of the municipalities on health issues (for example, Homes for Expectant Mothers, nutrition for boys and girls) and education (Intercultural Bilingual Education, Local Education Project) facilitates their playing an important role in overseeing the quality of the services provided in these sectors. However, given that the population is directly affected by the quality of public health and education services, strengthening and involving existing social organizations interested in these issues from the start is indispensable. Among these are associations of health promoters, mothers' clubs and their local and regional organizations, parents' associations (known by its Spanish acronym, APAFA), etc. This will also contribute toward a relationship between the citizens and public services and reformulate the relationship between state institutions (more willing to be held accountable) and society (with greater capacity to demand respect for individual rights and enforcement of existing legislation) in the process of strengthening subnational governments.
6. The criteria with which the working areas within the project's intervention areas are assigned priority must be reviewed, as well as the replica strategies and the scope of their benefits, so that the most remote areas with the fewest resources are not those that benefit least with regard to district or provincial capitals.

C. ON LOCAL GOVERNMENTS

7. Taking into account the institutional fragility of subnational governments, the changes achieved at the local government level are part of a recently initiated process that could be reversed by following municipal administrations. A measure to avoid this is working more consistently with civil society, which can carry out oversight actions on issues dealt with by the Human Security Project. Key players to support this process of promoting citizen oversight are social organizations and civil society institutions that work with children, adolescents and women.

8. Reviewing the criteria for the formation of alliances is recommended, giving priority to the criterion of already existing relationships and previous joint work among municipalities, which tend to be related to territorial development (for example, forming part of the same basin or microbasin) and economic ties, which may be stronger criteria for creating associations. In addition, smaller scopes of joint intervention could be considered, since road connections are a serious obstacle to coordination in many cases.
9. Less centralized mechanisms that guarantee shared benefits and responsibilities among the members of municipal alliances should be sought. These benefits may range from the transfer of funds through the determination of the place where training or events will be held. On the contrary, it is more difficult to ensure that all of the municipalities in the alliance benefit, especially taking into account that the strengthening of local institutional leadership would require medium-term structural changes.
10. Currently, the majority of the municipalities do not have personnel trained to formulate public investment projects in human development beyond those related to infrastructure. This does not allow them to take sufficient advantage of the windows of opportunity offered by the national CRECER strategy and results-based budgeting to work on human and social development issues. In order to deal with this situation, providing more practical training practice for the municipalities in the preparation of public investment projects with a human development approach is recommended. This will facilitate being able to show concrete outcomes and exercise the government leadership corresponding to them within the scope of human and social development.



11. Use information from the Integrated Financial Administration System (SIAF) as a planning, monitoring and assessment tool for the work of local governments within the scope of human and social development. The data from the SIAF show the type and amount of spending the municipalities budget and execute month to month, year to year, in activities and projects corresponding to different facets of development (for example, human and social development, political-institutional development, economic development and physical-environmental development).
12. Show municipalities what allies offer on the issue of protecting children and adolescents as a strategy for strengthening the DEMUNA. This strategy includes the articulation of the National Plan of Action for Children and Adolescents (known by its Spanish acronym, PNAI) and also compliance with the Equal Opportunity Law (known by its Spanish acronym, LIO). In addition, municipalities must be shown the benefits that giving priority to policies regarding human development of children, adolescents and women can mean to their administration.

D. ON THE HEALTH SECTOR

13. The lack of sufficient personnel to address the increased demand for health services (due to the influence of the JUNTOS program and comprehensive health insurance) is a factor that must be considered in interventions intended to improve the quality and coverage of health care services. The extramural promotion and prevention work or supervision of first-aid stations by the micro-network are affected by a necessary increase in the time invested in care provided at health care facilities.
14. In cases of donation of equipment or training (the case of AIEPI, for example), the incorporation of follow-up mechanisms, which may be executed by the health sector itself, is suggested. One way to guarantee the application of what was learned and the use of donated equipment is to use results indicators in conjunction with health care personnel.
15. As a child-oriented approach has been insisted upon in local and regional health and development plans, the same should be done in the case of adolescents.
16. Adolescents' experiences, fears and mistrust related to using health services for sexual and reproductive health care or guidance suggest the need to resort to successful experiences in the work of peers. This can be a concrete way to articulate efforts that are underway in health care (differentiated services), education (Comprehensive Sex Education) and Juvenile Development Centers.
17. It is recommendable to include a wide range of health care professionals and technicians when holding awareness-raising and training on adolescent health, especially regarding the issues of sexual and reproductive health. This would help to counter the constant turnover of personnel and the dissuasive impact that the treatment

received from health care personnel when adolescents go to health care facilities has on them.

E. ON THE EDUCATION SECTOR

18. The testimonials of male and female adolescents who participated in the focus groups demonstrate the need to continue working in the field of Comprehensive Sex Education (ESI) from a scientific, gender and rights perspective. Although this is clear in the current ESI guidelines, work is required with regard to awareness-raising and teacher training addressing concrete situations in the context of their work (including classes and types of guidance and counseling). Regarding the issue of preventing pregnancy, in particular, the absence of specific scientific information on contraceptive methods and an approach from a gender and rights perspective is noteworthy.
19. High priority should be given to training UGEL specialists on the issues of ESI, rights and violence against women, so that they can conduct follow-ups and provide support to schools. As we noted in the field, the specialists are overburdened and not all of them have the expertise required.
20. In order for the School Ombudsmen for Children and Adolescents (DESNA) to go beyond being mechanisms for improving discipline and coexistence at schools, work needs to be done on awareness-raising and training of school principals, teachers, assistants and students regarding the rights of children and adolescents, as well as on the functions of the DESNA in this regard. Special, urgent emphasis needs to be placed on the issue of the rights of pregnant adolescents, as well as the confidential, respectful handling of matters related to sexuality and the sexual and reproductive rights of male and female students.

**The only opportunity: human security for the
development of Peruvian women and children
Project Outcomes and Lessons Learned**

Printing was completed in June 2010
Graphic workshop in SINCO editores
Jr. Huaraz 449 - Breña • Phone 433-5974
• sincoeditores@yahoo.com