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DEVIDA INSTITUTIONAL STRENGTHENING 2018-2023 (FID) AND OPERATIONAL PLAN FOR INSTITUTIONAL STRENGTHENING 2018-2022 (PORI)

PERFORMANCE EVALUATIONS OF TWO INTERVENTIONS WITH
DEVIDA CONSOLIDATED REPORT

May 2022

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ABSTRACT

The purpose of the performance evaluation of the activities Institutional Strengthening of DEVIDA 2018-2023 (FID) and Multiannual Operational Plan for Institutional Strengthening of DEVIDA 2018-2022 (PORI) was to assess the progress achieved by both USAID and Peru's activities, analyzing the goals achieved, sustainability and orientation towards expected outcomes. The evaluation questions inquired about achievements, constraints, sustainability factors, lessons learned and successful practices, as well as challenges ahead. The methodology was based on an appreciative inquiry approach and contribution analysis, using a mainly qualitative method. The effort summed 110 stakeholders' interviews and a review of documents, bibliographies and databases. The results show successes in improving family incomes in the activity regions and an increase in the area cultivated with legal products, which can be attributed to the technical assistance provided to producers and the work with community organizations. The pandemic limited the development of both activities due to the restrictions to economic activities imposed by the government until May 2021. The results and conclusions show elements of sustainability, such as improved family incomes, improved production yields in cacao and coffee, and some progress in local governments and community organizations. Improvements in the management of DEVIDA were also observed, based on the use of tools to measure social capital and the organizational status of community organizations, and to measure the institutional capacity of local governments. These changes have taken place in a context that remains complex and will require greater leadership, effort and resources from DEVIDA and the Peruvian state to continue and be sustainable.

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ACRONYMS AND ABBREVIATIONS

DAIS	Integrated and Sustainable Alternative Development
DEVIDA	Comisión Nacional para el Desarrollo y Vida sin Drogas (National Commission for Development and Drug-Free Life)
IDF	Institutional Strengthening for DEVIDA (2018-2023) (Fortalecimiento Institucional de DEVIDA (2018-2023))
JVC	Juntas Vecinales Comunes (Communal Neighborhood Councils)
PIP	Project Proyecto de Inversión Pública (Public Investment)
PIRDAIS	Programa Presupuestal de Desarrollo Alternativo Integral y Sostenible (Integrated and Sustainable Alternative Development Budget Program)
PORI	Plan Operativo Multianual de Reforzamiento Institucional a DEVIDA (2018-2020) (Multiannual Operational Plan for Institutional Strengthening for DEVIDA (2018-2020))
USAID	United States Agency for International Development
VRAEM	Valley of the Apurímac, Ene and Mantaro rivers

CONTEXT

Economic growth and poverty situation

Peru had a high economic growth until 2018. The average annual percentage variation of the Gross Domestic Product per capita in the decade 2001-2010 was 4.3%, the best in the last 90 preceding years, despite the global crisis of 2008. In the 2011-2018 period, the annual per capita rate averaged 3.2%, the second highest in the last 100 years. This growth was mainly due to domestic demand, particularly, the expansion of private consumption, the increase in private investment, the momentum of the mining and services sector. All of this was a favorable product of the international economic climate (with high growth rates and high prices of the main export products) and the domestic climate of confidence among agents. All these factors resulted in a macroeconomic environment of price stability, increased credit and prudent management of public spending. (Central Reserve Bank of Peru, 2020). (Central Reserve Bank of Peru, 2019). (Ministry of Economy and Finance, 2018).

The growth achieved in the last decades allowed for a gradual decrease in financial poverty in Peru. Until 2018, poverty reached 20.5% and extreme poverty 2.8% of the population. (Central Reserve Bank of Peru, 2020). However, there are still differences in the poverty situation between the urban and rural population and between natural regions. In 2020, due to the COVID-19 pandemic, poverty increased to 30.1%, affecting rural areas (total 45.7% of the population considered under poverty) geographic domain, rural highlands (50.4%) and the rural jungle (39.2%) registered the highest incidence of poverty (see table below).

Table 1 Population living in monetary poverty, by geographic area, 2010 - 2020 (As a percentage of the total population).

GEOGRAPHIC SCOPE	2011	2018	2019	2020
Total	27.8	20.5	20.2	30.1
Area of residence				
Urbana	18.0	14.4	14.6	26.0
Rural	56.1	42.1	40.8	45.7
Natural region				
Costa	17.8	13.5	13.8	25.9
Sierra	41.5	30.4	29.3	37.4
Jungle	35.2	26.5	25.8	31.0
Geographical domain				
Urban coast	18.2	12.7	12.3	22.9
Rural coast	37.1	25.1	21.1	30.4
Urban saw	18.7	16.7	16.1	27.0
Rural highlands	62.3	46.1	45.2	50.4
Urban jungle	26.0	19.3	19.0	26.3
Rural forest	47.0	38.3	37.3	39.2

Source: National Institute of Statistics and Informatics - National Household Survey.

Coca production

Coca production is one of the country's major problems, linked to organized crime and drug trafficking, where illicit coca leaf cultivation becomes an important input in the production chain. Peru is one of the countries with the highest production of coca and cocaine drugs in the world, which is distributed in the domestic and international market (CEDRO, 2017).

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

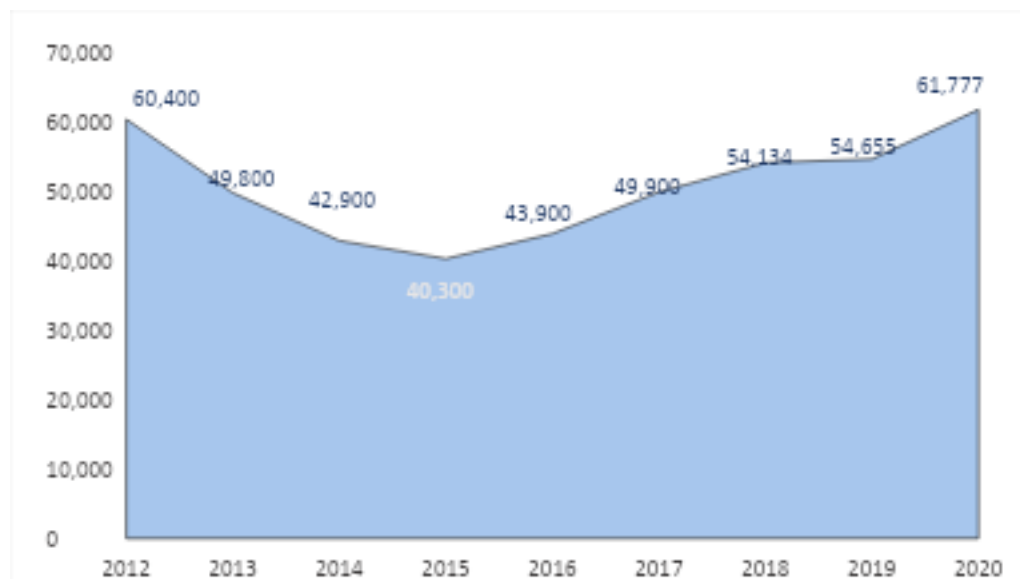
Regional and local governments are overwhelmed by the problems of illegal crops and drug trafficking. Concerted regional or local development plans identify this problematic situation as "unexpected events" (Regional Government of Ayacucho, 2016). There are major differences between the aforementioned plans to reduce coca production areas or improve conditions in post-eradication areas to include other types of production. The Regional Government of San Martín has the best approach to the problem in its development plan, as it includes the issue of illicit production and sets out actions and goals in this regard. In the case of Junín, it relates extreme poverty, narcoterrorism and the lack of citizen security in rural areas with the coca-growing economy in the Apurímac, Ene and Mantaro river valleys (VRAEM). In Huánuco, the coca issue and soil recovery are the main issues. Pasco detects informality and even the incursion of coca crops in areas of indigenous communities and protected natural areas; however, it is only mentioned as a problem and does not propose an alternative solution. Finally, the Ucayali plan makes no reference to these areas or the lack of citizen security. (Regional Government of San , 2015) (Regional Government of Junín, 2018), (Huánuco, 2016), (Regional Government of , 2016) (Regional Government of Ucayali, 2015).

When it comes to coca leaf cultivation, it is important to note that the Peruvian State values coca leaf for traditional consumption and industrial uses. However, control measures are deployed when coca is used within an illicit production system or a series of activities are linked that cause damage. For this reason, in order to control the damages generated by drug markets, the public problem contemplates that state intervention should affect the supply chain, so that the damages generated in each link are counteracted. (Presidency of the Council of Ministers - DEVIDA, 2020).

In Peru, coca leaf cultivation increased to 61,777 hectares in 2020, which, when examined over time, indicates an increasing trend since 2015. Crops spread into protected natural areas and their buffer zones, also affecting indigenous communities. This situation can be explained by the balloon effect "which is a displacement of crops from one area to another, thanks to pressure on an area (constant

eradication) and generating a decrease in its illicit use crops, and an increase in cultivated hectares in a nearby area" (Romero Moreno & Silva Serna, 2009).

Chart 1: Area under coca bush cultivation in production (ha), 2012-2020



Source: DEVIDA: <https://sistemas.devida.gob.pe/siscod/indicadores>

Due to the COVID-19 pandemic, the Special Project for the Control and Reduction of Illegal Crops in Alto Huallaga (CORAH) of the Ministry of Interior could not achieve the annual coca leaf eradication goal in 2020. Of the 25,000 hectares expected, only 6,272 hectares of illegal coca leaf were eradicated in Huanuco, San Martín and Ucayali. In addition, eradication in Peru in recent years has progressively decreased since 2015.

Several factors explain the prominence of illicit coca cultivation over other licit crops:

- I) The competitive disadvantage of licit value chains with respect to illicit ones due to their higher production costs, since a set of activities such as harvesting, maintenance, post-harvest, transportation and marketing are required to add value within a framework of environmental care and thus ensure their sustainability. While coca crops for cocaine are guided by a predatory logic without taking into account the environment, seeking higher crop yields and higher incomes, in a market with high prices for illicit crops.

A study conducted in San Martín shows most prominent factors affecting licit crop farmers, including: lack of knowledge of practices for planting in suitable areas and soils, subsistence crops, low productivity, lack of knowledge of phytosanitary practices, inefficient post-harvest management practices and few projects to support field production; as well as few extension, training and technology transfer services, and little development of agribusiness investment (with

added value), facing climate change (droughts, prolonged rains and others). There is also a higher percentage of producers who are not organized due to a lack of knowledge of the organizational advantages, in addition to the existence of organizations with fragile and weak actions, with few internal services; fragile commercial relations between producers and marketers, with few corporate sales practices, which means that producers do not organize their supply (volume, quality, opportunity) to secure markets and obtain better prices, and limited knowledge of financing and credit markets (Dirección de Productividad Agraria Productividad Agraria Productividad Agraria Productividad Agraria Productividad Agraria). (Dirección de Productividad Agraria San Martín, 2016)..

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

- 2) Another conditioning factor is the infrastructure, public services and socioeconomic gaps in areas of illicit drug production, since illicit coca production occurs mainly in this type of locality. A general overview of the different socioeconomic gaps (paved surface, access to drinking water and sanitation, access to health services) shows the limited presence of public services in these territories. (Presidency of the Council of Ministers - DEVIDA, 2020) which makes interventions to contain production more complex.

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

A recent report exposes the case of the Flor de Ucayali community, in the district of Callería, which is home to 120 Shipibo-Konibo families and which, according to the Regional Forestry and Wildlife Directorate of Ucayali, has lost 240 hectares of its forests to these illegal activities (Sociedad Peruana de Derecho Ambiental, 2021). Also, in 2020, six environmental defenders were killed and violence in indigenous territories increased.

COVID-19 Pandemic

In its first year, the COVID-19 pandemic led to a prolonged quarantine in Peru. On March 15, 2020, the Peruvian Government decreed a quarantine as a fundamental measure to avoid contagion, which was extended to all areas of the economy, with serious consequences such as a decrease in GDP and a loss of more than 6 million jobs.

The pandemic affected the productive activity of coca cultivation, because in view of the quarantine, the limitations of national circulation and the closing of borders, the international demand for cocaine may have decreased, which would demonstrate the importance of external demand and the opportunity to strengthen licit businesses. (Presidency of the Council of Ministers - DEVIDA, 2020)..

Current trends indicate limitations to the development of licit activities, since the Peruvian economy is in a process of recovery, the pandemic continues and the State faces the existence of 73% of the working age population in the informal sector, referring to the high number of young people who do not work or study and the degradation of soils due to the use of chemicals. Also, the existence of an increase in criminal gangs and the greater dynamics of cocaine demand and production.

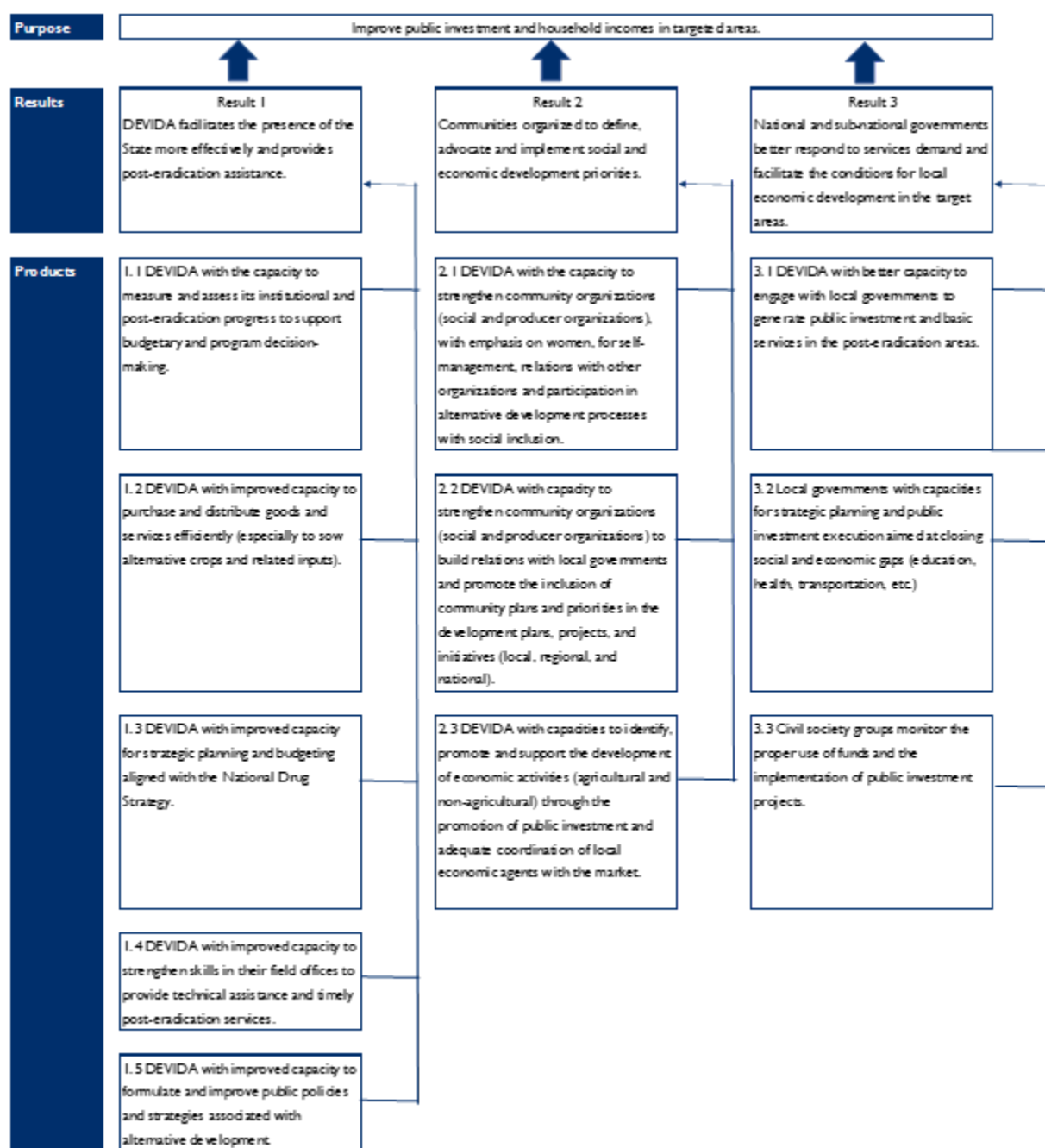
EVALUATED ACTIVITIES

USAID's Alternative Development Program sets the following objective for the period 2020-2025: "Peru expands economic and social development in post-eradication regions to sustain coca reduction". Within this framework, USAID supports the development of two activities aimed at strengthening the National Commission for Development and Life without Drugs (DEVIDA), the governing authority of the national anti-drug policy and strategy.

The "**Institutional Strengthening for DEVIDA**" (IDF) activity implemented by Chemonics International Inc. aims to strengthen DEVIDA's capacity so that thousands of families in communities where coca crops have recently been eradicated receive assistance in an efficient and timely manner. The activity started in October 2018 and will be completed in October 2023, for US\$21.7 million (Contract 75052719C0001, 2018). FID goals are jointly planned between USAID, DEVIDA and the implementer. The FID intervention area includes post-eradication areas in the regions of Huanuco, San Martín, Ucayali and Pasco. In 2019, the scope was expanded to the districts of Rio Tambo, Mazamari and Pangoa, in the valley of the Apurímac, Ene, and Mantaro rivers (VRAEM).

Supporting DEVIDA, FID has three objectives: 1) To strengthen DEVIDA's capacity to deliver post-eradication assistance more effectively (without continued USAID support); 2) To organize and empower post-eradication communities to define, advocate and implement their social and economic development priorities; and 3) To improve the capacity of national and sub-national governments to respond to the demand for government services and facilitate conditions for local economic development in specific areas. Figure 2 shows the purpose and results of FID.

Chart 2: Purpose and results of FID

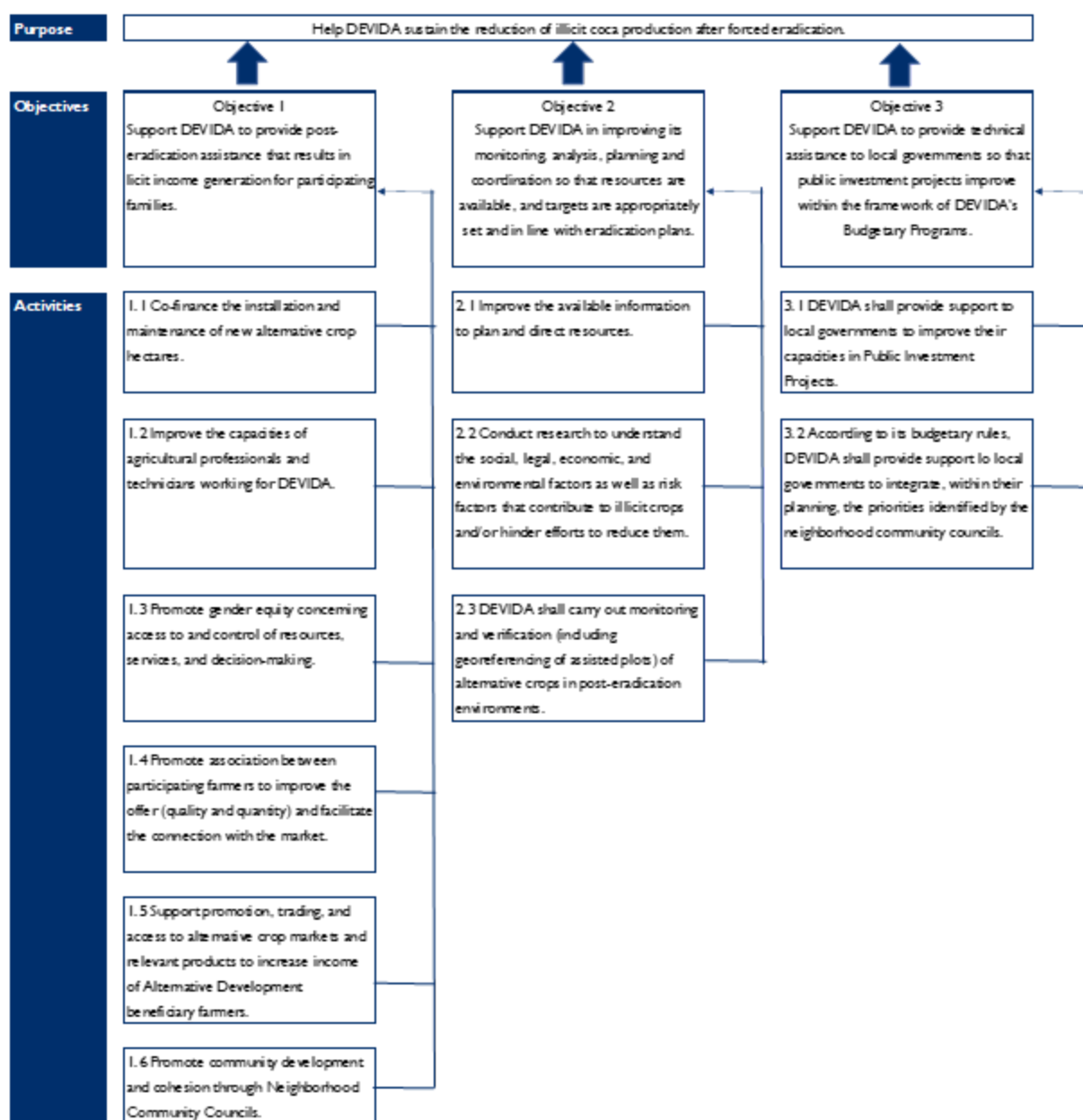


The Multiannual Operational Plan for Institutional Strengthening (PORI) is an intervention that expects to achieve a substantial increase in the value of licit activities in the areas selected for alternative development, both in absolute terms and in relation to the value of coca production. (DEVIDA - Planning and Budget Office, 2020a)..

The intervention is framed within the framework of Grant Agreement Number 527-0426 signed between the Government of the United States of America and the Republic of Peru, dated September 20, 2012, the parties being USAID and the National Commission for Development and Life without Drugs (DEVIDA). PORI is a budgetary support from USAID to DEVIDA that is executed taking into account institutional planning, specifically the Integral and Sustainable Alternative Development Budget Program (PIRDAIS) that seeks to disengage rural families from illicit crops and incorporate them into the legal and sustainable economy, through the progressive transformation of the socioeconomic matrix of the areas affected by illicit crops and the strengthening of the institutional development of community organizations and local governments. The purpose of PORI is to support DEVIDA in the sustained reduction of coca production after forced eradication. Execution letter number 527-0426-AD-18 approves and outlines the procedures for the execution of PORI, with a start date of July 9, 2018 and a completion date of December 31, 2022. When the letter was signed, the funds provided by USAID were oriented to the regions of Huanuco, San Martín, Ucayali and Pasco. In 2019, the scope of intervention was expanded to the districts of Rio Tambo, Mazamari and Pangoa, in the Apurímac, Ene, and Mantaro River Valley (VRAEM) and the regions of Loreto and Puno. The monitoring and communication actions are carried out in the areas of the Integral and Sustainable Alternative Development Budget Program (PIRDAIS).

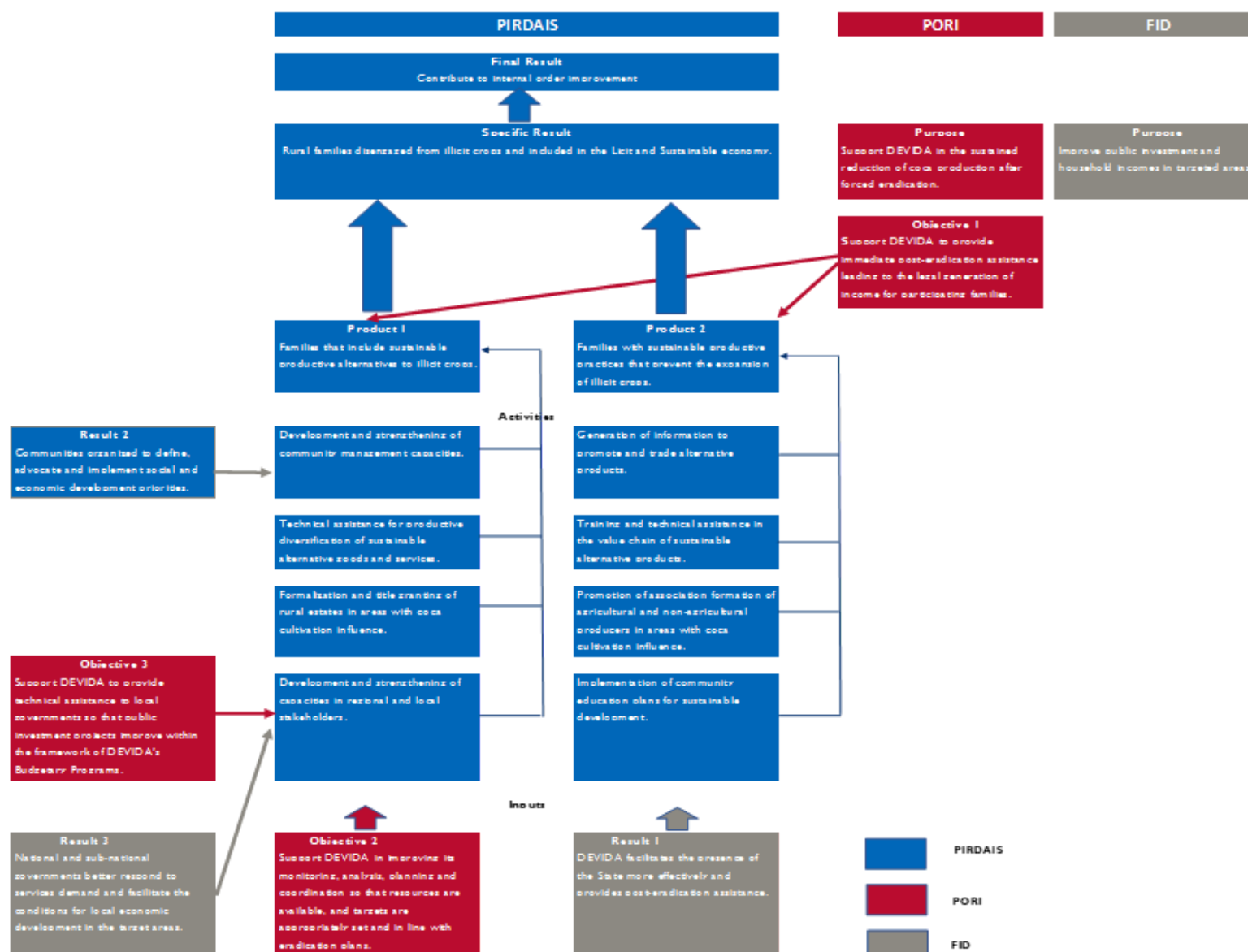
Figure 2 shows the purpose and objectives of PORI.

Chart 3: Purpose and Objectives of PORI



Both PORI and FID are linked like PIRDAIS, and these relationships are shown in Figure 3.

Chart 4: Relationship of IDF and PORI interventions with PIRDAIS



PURPOSE AND EVALUATION QUESTIONS

PURPOSE

The performance evaluation of the activities *Institutional Strengthening of DEVIDA (FID) and Multiannual Operational Plan for Institutional Strengthening (PORI)* is

mid-term and aims to assess the progress achieved in the institutional strengthening of National Commission for Development and without Drugs (DEVIDA), analyzing the effectiveness, sustainability and whether the interventions are on track to contribute significantly to the desired effects. It identifies achievements, strengths, lessons learned and successful practices, as well as the challenges lie ahead in order to improve interventions achieve the objectives set. It also makes recommendations to DEVIDA, USAID and actors involved to improve the performance of the interventions and for the design of future activities.

Evaluation objectives

- Assess the level of achievement towards the FID and PORI objectives considering success factors and constraints.
- Identify the possible changes generated by FID and PORI at the different levels and groups in which they intervene and their sustainability.
- Identify lessons learned and best practices of interventions for replication or expansion.
- Provide recommendations for the different actors involved in the evaluation.

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The evaluation period for both FID AND PORI activities is from October 2018 to March 2021.

EVALUATION QUESTIONS

The questions that guided the evaluation were as follows:

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

It should be noted that the evaluation did not focus on comparing the two interventions and, in accordance with the questions posed, the evaluation sought to answer them with evidence. Since the questions focused on the achievements, sustainability and gender and equality focus of two different interventions, with some common indicators, it is not possible to know which intervention is more effective or what defines greater sustainability. These interventions have a different logic and strategy, although they are complementary, they work with the same actors and one of them supports the actions of the other.

EVALUATION METHODS AND LIMITATIONS

The evaluation had an appreciative inquiry approach. (Muga Laredo, 2014) because it starts from the appreciation of the strengths of the intervention, visualizing what it can become and seeks to innovate from what it has. It also had a contribution analysis approach (Mayne, 2001) because it analyzed the results chain and the theory of change with the evidence of results and explanations to build the performance history.

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

DATA COLLECTION TECHNIQUES AND INSTRUMENTS

The data collection techniques for the evaluations were as follows:

Documentary review: information from secondary sources was organized to analyze the context and development of the activity from a historical perspective.

Analysis of the PIRDAIS 2018 and 2020 PIRDAIS and IDF assessment surveys databases to generate information for statistical analysis.

In-depth interviews, through which the testimonies of the actors related to the activity were collected. Individual and group interviews were conducted using cell phones or video calls through platforms such as Zoom and Google Meet, given the restrictions of the COVID-19 pandemic. A total of 110 people were interviewed, including DEVIDA officials, specialists from DEVIDA's Zonal Offices, local government officials, IDF officials, producers, leaders of producers' associations, cooperative leaders and community leaders.

STRENGTHS AND LIMITATIONS

One of the strengths of the methodology applied is the analysis of the activity as an organization with a collective vision, from its actors, from the search for the achievements obtained and the systematic discovery of what is more effective and sustainable, asking questions to see that the activity may have the possibility of learning and examining its positive potential for change.

The use of qualitative and quantitative information is also a strength of the methodology, as it has allowed the triangulation of information, verifying the convergence between multiple and different sources of information, and thus minimizing the limitations of the research. The data sources

complemented and verified each other, and made it possible to have rich and complete information for the achievement of the evaluation objectives.

Limitations were linked to the collection of information because the interviews were conducted using cell phones or via video calls through platforms such as Zoom and Google Meet. The pandemic made the information collection process slower. The limitations and how they were overcome are presented below:

- Locating producers and leaders was complicated because they were not meant to be located through the telephone numbers registered in the databases because many of the producers do not have telephones and provide numbers of relatives. In addition, many farmers live or work in areas where there is no telephone or internet connectivity. People who had access to telephone and connectivity did not answer calls from unknown telephone numbers. Faced with this situation, the evaluation team had the support of the technical teams of DEVIDA's Zonal Offices to coordinate the interviews with the producers so that they are attentive to calls and are located in areas with better connectivity.
- The rotation of authorities or officials in Local Governments led the evaluation team to coordinate in order to locate officials who work or worked during the evaluation period.
- Prior to data collection, DEVIDA was being audited by the Republic Comptroller General and it was in the process of transferring Government, which caused delays in contacting officials and professionals and generated susceptibility to the evaluation. This situation caused some delays in coordination and access to the Zonal Offices. However, this situation was overcome and there was ample information and willingness on the part of the officials.
- Interviews with strategic partners were not conducted due to the complex period of uncertainty and instability that the country experienced during the information gathering process, due to the results of the general elections and the change of government. During this period there was a change of government and the Board of Directors had not been installed.

Despite these limitations in the collection of information, the results of the evaluation are valid due to the actions mentioned before, the experience of the evaluation team in the intervention areas and the support of secondary sources of information allowed triangulating and contrasting the testimonies, and thus evidencing the findings.

INSTITUTIONAL STRENGTHENING OF DEVIDA (2018-2023) - FID

FINDINGS

To what extent is FID achieving its objectives?

- Public investment and household income in intervention areas increased between 2018 and 2021.
- Between 2018 and 2021, the number of families benefited by post-eradication activities carried out by DEVIDA increased.
- Between 2018 and 2021, no observed new hectares of alternative crops installed.
- The planning, monitoring, purchasing and procurement processes supported by the IDF generated initial changes in DEVIDA's institutional performance.
- DEVIDA's coordinating role in the design and implementation of policies and the DAIS intervention model shows important advances in the development of its instruments for DEVIDA, local governments and community organizations.
- Significant progress has been made in strengthening the capacities of local governments to provide a wider range of services and generate local development.
- The implementation of IDF activities was limited by the high turnover of DEVIDA and local government staff and the limited number of staff specialized in public projects.
- Despite the improvement in the quality of local government projects, there are budgetary limitations to finance them through PIRDAIS and there is high competition to incorporate them into the Multiannual Investment Program.
- The alternative development expertise of the IDF team has been a key factor in implementing its activities.
- The IDF has achieved its goals as of the first quarter of 2021 despite the effects (delays) caused by the pandemic.

To what extent are FIDs generating sustainable changes in the final beneficiaries?

- The changes generated by IDF support in DEVIDA are contributing to better management of planning, budgeting, monitoring and contracting at the central level.
- The changes generated by IDF support in the final beneficiaries, local governments, are contributing to generate sustainable changes in local public management based on improvements in local capacities to obtain funds, budget management and in the execution of public investment

projects (PIP), which makes the Integral and Sustainable Alternative Development (DAIS) model sustainable.

- The continuous training of local government officials in the development of quality technical files and the permanent use of the public sector's financial administrative management system contributes to the sustainability of municipal strengthening.
- Community organizations improved their organizational and project development capabilities to improve their income.

Has FID promoted gender equality and inclusion?

- The IDF carried out actions for the institutional strengthening of DEVIDA in the promotion of gender equality, but they were concentrated at the central level and in the generation of work tools.
- The IDF worked with DEVIDA to institutionalize the intercultural approach and the inclusion of ethnic variables in its work tools. No work has been identified to promote the inclusion of people with disabilities, Afro-Peruvians and LGBTIQ people.

Other findings

- The theory of change is consistent in the chaining of results to achieve the objectives. Especially in components 1 and 2. Partially in component 3.

LESSONS LEARNED

1. **FID's proactive action with operational facilities to hire specialists and ad hoc technical assistance consultancies for DEVIDA, local governments and community organizations was a key factor in strengthening these organizations through improvements in their institutional capacities and in favor of the DAIS.** In the public sector, contracting for consulting services and specialized technical products is a slower maturing process than in the private sector, so FID was able to meet DEVIDA's technical needs in a timely manner due to the agility of its administrative processes. FID's dynamism was important in the technical assistance developed, since it was able to provide the prioritized local governments and community organizations with the required technical assistance.
2. **The permanent presence of municipal facilitators is of utmost importance for strengthening administrative management, human resources training and the formulation of investment projects in local governments.** In future interventions to strengthen local governments, it is important that the facilitators have a profile such as the one provided by the IDF, with solid knowledge of municipal management and PIP, as well as good political and management skills to overcome the contradictions and limitations existing in the municipalities, growth of credibility and the need for better management.

3. **In order to strengthen DEVIDA in terms of gender equality, a medium or long-term process is required, including greater awareness and training of officials and staff.** A single virtual training is positive, but it is insufficient to achieve a change in the attitude of DEVIDA's officers and staff, which will have an impact on the target population, so it is necessary to mainstream gender in all internal activities and services provided by the institution.
4. **Working on gender equality and intercultural approaches simultaneously proved to be a good strategy for working in DEVIDA.** One difficulty in working on the gender equality approach in DEVIDA was the reluctance of the institution's officials and staff. In view of this situation, the IDF presented the gender and intercultural approaches together, since the latter has greater acceptance and legitimacy, which made it possible to begin work on mainstreaming the approaches.

GOOD PRACTICES

1. **The preparation of "Technical Data Sheets" for the procurement process of goods and supplies through reverse auctions.** The technical sheets have technical specifications and prices of goods and supplies to be purchased, which allows greater transparency in DEVIDA's procurement processes and avoids claims with the consequent extension of procurement deadlines.
2. **Agroforestry-related projects as important initiatives of local governments in the area.** Some municipalities have previous experience with projects supported by DEVIDA in agroforestry and environmental management, so these can be replicated in other similar areas of intervention, taking advantage of the practical knowledge they have and developing public investment proposals.
3. **The process of transforming cacao production into chocolate by women members and cooperatives generates added value and profitability.** These types of initiatives are recognized for the management capacity that the cooperatives and associations of women entrepreneurs have been able to develop, which has been reflected in the achievement of regional awards and participation in local markets with great potential for the international market, so they can serve as a model to be replicated.
4. **Follow up on INVIERTE.PE investments and the incentive plans of other local governments to identify funds and obtain municipal financing.** An important issue in the formulation and evaluation of investment projects is to have updated information on the implementation of other approved projects and other sources of funding. This mapping can be replicated in the next interventions to strengthen municipalities.
5. **Measurement of indicators proposed by FID that include gender and interculturality in communities and municipalities.** FID has managed to incorporate indicators related to gender and interculturality, both at the municipal level with the Institutional Capacities Index and at the organizational level, with the Social Capital Index of organizations. This good practice could be extended to DEVIDA and other public sector institutions.
6. **The design and implementation of the software and application for cell phones to assess the organizational status of community organizations.** It is an innovative proposal that took into account the work done by USAID and DEVIDA in the last decade, and its updating has yielded good results,

despite connectivity limitations, since it allows evaluating and projecting the development of community organizations. It is an important tool because it integrates socioeconomic axes and indicators of community organizational development. Among its other benefits are immediacy, self-diagnosis and follow-up for organizational improvements.

7. **Monitoring and measurement as a strengthened and legitimized practice within DEVIDA.** The measurement of the conditions of the social capital index of associations, of the assessment of the organizational status of community organizations, of the index of institutional capacities of municipalities, of the gaps in access to public services in municipalities, as well as of the funds obtained with public investment projects or business plans, are practices that have allowed the strengthening of the monitoring and measurement logic in DEVIDA and its interventions, since indicators for diagnosis, monitoring, management and sustainability of the activity are measured in a systematized manner.

MULTIANNUAL OPERATIONAL PLAN FOR INSTITUTIONAL STRENGTHENING OF DEVIDA (2018-2022) - PORI

FINDINGS

To what extent is PORI achieving its objectives?

- The goals established in the PORI for the year 2020, regarding the sustained reduction of illicit coca cultivation after forced eradication, were not achieved.
- The income of families in the intervention area (post-eradication) improved between 2018 and 2020.
- The technical assistance for the improvement of production, productivity, associativity and commercialization provided by PORI in post-eradication areas would be influencing the legal generation of income of the participating families.
- The monitoring information is timely and useful for decision making at the central level, but the Zonal Offices have limitations in analyzing the information.
- The technical assistance provided by PORI to local governments was limited and it is not possible to identify whether it resulted in more and better public investment aligned with the needs and priorities of the population.
- The pandemic limited the implementation of PORI.
- The administrative processes of the public sector delay the transfer of the donation to DEVIDA's Zonal Offices, hindering the implementation of PORI.
- The limited presence of the state limits DEVIDA's role as a promoter of development and the implementation of PORI.
- The pandemic motivated DEVIDA to promote productive diversification, which had positive effects on the income of families (producers and productive organizations).

To what extent is PORI generating sustainable changes in the final beneficiaries?

- The final beneficiaries show improvements in their productive capacities and income and greater confidence in their licit enterprises.
- Post-eradication families (mestizo and indigenous) (PORI area) have a favorable opinion of the changes achieved by the Integral and Sustainable Alternative Development.
- DEVIDA has generated knowledge among producers on alternative crops and on the organizational development of associations and cooperatives.

- PORI's lines of complementarity with other donors and subnational governments are limited.

Has PORI promoted gender equality and inclusion?

- There has been limited progress in the institutionalization of policies to promote gender equality and there is still a lack of knowledge of gender issues among DEVIDA staff.
- There is no evidence of inclusion of indigenous groups, people with disabilities, Afro-Peruvians or LGBTIQ people.

Other findings

- The theory of change in PORI has some weaknesses and risks to achieve the objectives and requires refinements.
- In 2020, there was less progress in the execution of grant spending due to constraints imposed by the pandemic.

LESSONS LEARNED

1. **The constant accompaniment of the specialists and extensionists to the farmers was a key tool for establishing a bond of trust and strengthening the commitment to alternative crops.** The permanent monitoring and accompaniment of the specialists and extensionists of the Zonal Offices made it possible to learn about the needs and characteristics of the producer families and their relationship with the environment where the activity was carried out. Specialists' reach in the field and the communication with the producers and families reinforced the trust in the work and sustainability of the activity.
2. **The selection of limited territories in the regions was key to achieving better technical assistance with productivity results despite the vulnerability of the people and the difficult environmental conditions that exist in the intervention areas.** The selection of producers with less degraded land allowed for improvements in alternative crop production with the training and technical assistance provided. However, yield limits and the need for greater environmental care and management were found. The villagers show important resilience capacities and the ability to take on challenges to face changes and better living conditions with cacao and coffee cultivation, but vulnerability (social, economic, lack of infrastructure, security and scarcity of basic services) is a condition that limits the expansion of licit crops to meet the needs of the population. The condition of the agricultural land must be taken into account in order to provide farmers with assistance packages appropriate to their conditions.
3. **The strategy of promoting associativity for greater market access was key to achieving greater competitiveness and improved family incomes.** The coordination among producers into associations and cooperatives implied a more complex framework of agreements, norms and plans developed, establishing new forms of task management and a clear division of labor, thus boosting the added value of the production chain and its benefits. In addition, this strategy is an important point in social

and economic development, as it reinforces trust among the villagers in community work, thus collectively solving the community's problems.

4. **Citizen participation activities generate trust, which will allow for greater consolidation of alternative development.** The activities developed by DEVIDA with the integration of the population generated confidence that the alternative proposed for alternative development was possible to achieve a dignified way of life. Some of the activities included neighborhood boards and associations through the improvement of artistic, sports and social skills, the identification of neighborhood needs, social support and access to state services and their prioritization in public investment projects promoted by the local government for local development
5. **The proposals of the Local and Regional Development Plans and their Institutional Operational Plans should consider the effect of illicit crops on the social and economic development of post-eradication areas.** The absence of a comprehensive approach to address the presence of illegal coca crops in most local governments and governments should be replaced by DEVIDA's intervention in post-eradication areas. DEVIDA is a key actor to strengthen the management of subnational governments and complement the objective plans and activities for the DAIS. Development Plans are the instrument for establishing regional and local goals and actions, as well as including the budget to implement them, favoring synergies to unify criteria and joint action.
6. **The alliances generated between DEVIDA and USAID's strategic partners in the financial field improve the productivity and quality of cacao and coffee products** and will benefit the beneficiaries of DEVIDA's intervention.
7. **The participation of women in alternative development facilitates the integration of families and the community in the programmed actions,** favoring the development of a participatory and integral project.
8. **The empowerment of women contextualized in the different cultural and linguistic environments of each intervention area facilitates DEVIDA's work towards their integration with the DAIS.**
9. **When working with indigenous communities, it is essential to know the hierarchical structure and its organization** because it will facilitate coordination and the implementation of actions within the framework of DAIS. Communities bring their members together through various cultural, kinship, linguistic and economic ties. There is a leader or leaders with whom dialogue is required to coordinate decisions and actions involving the communities.

GOOD PRACTICES

1. **Technical assistance from specialists and extensionists on the plots and from technical teams to the organizations foster a virtuous circle to generate productive and income improvements.** Direct and face-to-face assistance generates a virtuous circle: greater social ties, more knowledge, more trust, greater production and income. The active presence of the technical teams of the Zonal Offices for technical assistance to producers with illustrative sessions in the field and according to production and association needs was highly valued by most of the families in the intervention areas because it

generates greater knowledge and trust. This form of work is a good alternative to generate income and have a better quality of life.

2. **Community work as a strategy for community cohesion.** The communal tasks were an activity carried out by extensionists and specialists from DEVIDA's Zonal Offices and consisted of organizing technical assistance sessions in the field by choosing a plot of land belonging to one of the participating producers. This strategy fulfilled two functions: it was a learning space for farmers where specialists transferred knowledge and techniques in a practical and concrete way and, at the same time, it was a space where cohesion among community members was promoted, since participants supported each other in the maintenance of the work plots.
3. **The internships carried out in the regional offices of La Merced and Pucallpa to promote trust and commitment to DEVIDA's work.** The internships were a learning strategy implemented by DEVIDA's Zonal Offices. They consisted in taking groups of farmers to nearby communities to get to know closely producer organizations dedicated to alternative crops. This activity had a significant impact, especially in the case of women farmers, because not only were they able to see that it was possible to organize themselves and generate income from a legal activity, but also that it was possible to reconcile productive work with reproductive work back at home.
4. **Productive diversification by small producers to cover basic food needs and sustainably expand incomes.** Local producers show basic experience in crop diversification in the Amazon and the pandemic was an opportunity to progressively expand these experiences with DEVIDA and USAID support. The diversification implemented was, on the one hand, with non-agricultural crops such as aquaculture and beekeeping that can easily be adapted on indigenous and non-indigenous family lands. On the other hand, there was diversification with agricultural crops such as fruit trees that were added to coffee or cacao cultivation and, in other cases, included forestry crops. This makes it possible to overcome the practice of monoculture among Andean migrants who settle in order to obtain food and income. Among indigenous families, it means expanding their livelihood system, which uses agroforestry and fishing. Another important aspect of this good practice is that it allows reflecting and contemplating the requirements of the area for sustainable family agriculture. At the same time, it will also allow the expansion of crops up to 20 hectares with proper environmental management, it will not degrade the soil by crop rotation with a circular economy circuit and it would also allow the reinforcement of *buffer* zones between indigenous people in favor of conservation areas. Consequently, it will provide greater sustainability to small family farmers.
5. **The environmental care approach in technical assistance to farmers.** The environmental care and conservation approach is incorporated in the technical assistance provided by DEVIDA to farmers and is oriented to improve the quality of soil that was degraded by coca, to agricultural and non-agricultural activities of productive diversification, for example, installations under agroforestry systems. This environmental perspective opens up other market possibilities because it makes it possible to showcase products with this management for the trade that demands it. It also constitutes a collaboration with the municipalities in the elaboration of environmental management plans included in the PIP proposals.

6. **Monitoring used in the intervention and PIRDAIS.** Monitoring in the intervention is a bulwark for management and sustainability and the existence of a monitoring system in PIRDAIS that includes PORI is a good practice within the public sector. The monitoring system makes it possible to identify activities, products or services, resources, and beneficiaries, and to examine compliance with goals and budgets. Although it still has limitations for Zonal Office management, it is a valuable tool for management at the central level.
7. **The annual evaluation of PIRDAIS and the PORI intervention.** It is a good practice to evaluate and monitor the intervention, especially when it is carried out by independent entities outside DEVIDA because it avoids interpretation biases. This good practice is important for the management of PIRDAIS and PORI because it is possible to observe, measure and analyze in detail and in a disaggregated manner indicators and their components, in addition to attributing impacts and knowing the perceptions about DAIS and the welfare of those involved. Likewise, the continuity in the methodology applied since 2012 (questionnaires and powerful statistical samples) makes it possible to examine the behavior of the indicators over time and make evaluations attributable to the intervention.

CONCLUSIONS

This section consolidates the conclusions in accordance with the evaluation questions, with the understanding that both projects point, from different forms of intervention, towards the improvement of integral and sustainable alternative development in the areas of intervention and evaluation.

To what extent is FID Y PORI achieving its objectives?

Illicit crops

- ❖ PORI did not achieve sustained reduction of illicit crops in the evaluation period (July 2018 - March 2021) due to different external factors, such as the "balloon effect": in the face of forced eradication, farmers move to other areas and grow coca to cover their family income. Internal factors, such as the political uncertainty in the country during the evaluation period, affected the national economy and employment. This situation was aggravated by the COVID-19 pandemic.
- ❖ The goals established to increase the number of new hectares of installed crops were not achieved, mainly due to the limitations derived from the COVID-19 pandemic, which resulted in less face-to-field technical assistance work and reduced purchases of inputs and goods from DEVIDA headquarters.

Household income

- ❖ The improvement in family income in the intervention zone (post-eradication) can be attributed to the intervention. Differences in income are observed between the intervened population (between 2018 and 2020 there was a 9.6% increase in the average annual income of families) and the population not intervened by PIRDAIS (in the same period there was a 1.5% decrease in the average annual income of families).
- ❖ The income of families in DEVIDA's intervention areas with PORI increased due to the technical assistance provided by DEVIDA's specialists in alternative crop production, with presence in the fields and delivery of minor equipment and inputs to producers, as well as the development of associativity and community organizations that improved their position to access public funds.
- ❖ The improvement in licit income generation is due to the increase in the area of assisted crops -although the target was not reached, the increase was 52% between 2017 and 2020-, productivity, associativity and commercialization, in addition to the diversification of production due to the pandemic.
- ❖ The improvement in productivity (yields) per hectare of cacao and coffee is an achievement attributable to PORI's technical assistance, because despite having lower production levels compared to non-intervention areas, due to technical conditions (smaller land size, pests, conditions and limitations of degradation of land previously used for cacao production), the intervention has been effective in improving the quality and quantity of the products.

- ❖ The diversification of production has been key in facing the limitations imposed by the pandemic, as it has taken advantage of the area's natural resources, the opportunity for associative development and environmental work, as well as being highly valued by the beneficiaries, who report having improved their income.

Institutional strengthening

- ❖ Improvements in the monitoring and evaluation system were made possible with PORI resources because DEVIDA's previous experience was used. The software was improved, thus enhancing the system, which allows obtaining information in real time, which is being used for decision making at the central level, a process that is not yet observed in the Zonal Offices.
- ❖ The strengthening of FID to DEVIDA has led to improvements in strategic and operational planning, which contributed to a National Anti-Drug Policy, a more coherent design of the PIRDAIS budget program, improvements in DEVIDA's information system and the preparation of technical sheets for purchases.

Support to local governments

- ❖ It is not possible to determine whether DEVIDA's technical assistance, either with PORI resources or its own resources, improved public investment projects. However, the assistance provided by DEVIDA with the support of the IDF did translate into improvements in public investment.
- ❖ Public investment in local governments increased due to the technical assistance provided by the IDF, which consisted of building the capacity of officials to formulate and execute projects.
- ❖ Improvements have been achieved in the municipal management of local governments prioritized by DEVIDA and strengthened by the IDF, because technical assistance included capacity building in the use of municipal management tools. Above all, this has been evidenced in the improvement of PIP proposals, accessing competitive funds and improving the execution of such projects with a timeline, methodology and management from the different areas of local governments.
- ❖ In the face of competition among local governments for PIP funding in the face of limited PIRDAIS resources, local governments that do not obtain funding may become discouraged and generate an unfavorable opinion towards the DAIS.

Articulation and coordination

- ❖ PORI and DEVIDA have an important articulation and coordination at the micro level, with families and local governments; however, the articulation and coordination of PORI and DEVIDA is weak at the meso and macro levels, for example, with sectors (agriculture, production, housing and others) and with other USAID operators.
- ❖ IDF support has contributed to improving DEVIDA's articulating and coordinating role at the macro and micromanagement level, strengthening DEVIDA's participation and coordination standards through the National Anti-Drug Policy 2030 and the work with the population and intervened municipalities, affirming the policy towards the wellbeing of the population and within a DAIS intervention model.

Limitations

- ❖ The main constraint faced by PORI in achieving its objectives was the pandemic and its consequences on the economy. The quarantine, which lasted six months, did not allow face-to-face technical assistance to the beneficiaries, and the limitations (prohibitions) of the Government affected the flow of acquisitions. When these were allowed, the entire Peruvian and world economy had been paralyzed, limiting the provision of minor equipment and supplies.
- ❖ A second limitation to the implementation of DEVIDA - PORI has been the inadequate planning for the timely flow of funds according to the agricultural calendar.
- ❖ The scarce presence of the State in the PORI intervention zones is an important limitation for the development of the activity, since sectors such as education, health, agriculture, production and others, have isolated actions in the intervention zones, overtaken by the needs of the population.
- ❖ The rules of public institutions that have not been adapted to the decentralization process limit the possibility of DEVIDA's multisectoral work.
- ❖ The IDF was able to overcome the problems of coordination and action due to the pandemic, initially through remote work and then by adapting semi-presential activities, thus achieving the programmed goals.

To what extent are FID and PORI generating sustainable changes in the final beneficiaries?

- ❖ The sustainability of PORI's results is based, among other aspects, on the trust it has generated in the beneficiaries, built with the presence of specialists and extensionists in the plots, the development of the Juntas Vecinales y Locales and of the productive organizations through productive technical assistance and social development, with results expressed in the improvement of their income.
- ❖ The knowledge gained from technical assistance and assumed by producers, neighborhood and local boards and productive organizations, when valued by the beneficiaries, will become a factor of change and development for alternative production. However, sustainability is still weak due to the context and existing vulnerability in the intervention areas, which represents challenges that go beyond the productive intervention.
- ❖ The complementarity to achieve the intervention's objectives was reduced due to the limited leadership of DEVIDA, the lack of interest in integrating other public sectors and the absence of a more active and integrated work with private sector actors working in alternative development.
- ❖ The IDF has promoted changes in community organizations and local governments that make the intervention and the DAIS model sustainable and are mainly due to the technical assistance that generated organizational and management capacities, as well as for the development of improvement plans, formulation and execution of public investment projects and the experience of IDF professionals, which is evidenced by the participation and access to public and private sector competitive funds.

Have FID and PORI promoted gender equality and inclusion?

- ❖ The PORI intervention shows limited progress in the promotion of gender equality in the intervention areas, which is related to the lack of a strategy articulated with the Gender Equality Plan and the National Anti-Drug Policy, as well as a lack of knowledge on the subject. Progress has been made with respect to the role of women in agricultural productive activities and within organizations; however, this does not directly correlate with the actions proposed by PORI.
- ❖ The promotion of gender equality in the intervention areas by FID is still in progress, and there is evidence of a greater effort to institutionalize the gender approach at DEVIDA's central level through institutional strengthening and the development of work tools. However, the beneficiary population does not yet perceive the work on gender issues due to the concentration of interventions at the central level.
- ❖ PORI does not have an intercultural strategy or tools implemented to include native communities in the intervention areas; they are not excluded, but the same methodology is used as with the rest of the beneficiaries. With respect to the population with disabilities, Afro-Peruvians and LGBTIQ, their inclusion has not been promoted because they have not been identified in the intervention areas.
- ❖ The inclusion of indigenous communities in FID's intervention areas has been achieved through progress in the institutionalization of the intercultural approach in DEVIDA; however, it has not yet had an impact on concrete actions and strategies for working with these populations. The inclusion of the disabled, Afro-Peruvian and LGBTIQ populations is still a challenge.

Regarding Activity Design

- ❖ The FID and PORI theories of change have differentiating aspects in their causal logics and in the interrelation between their different elements. The implementers have made adjustments based on the conditions of their execution. At the management level, PORI's theory of change is inserted in DEVIDA's planning for implementation in the regions; and FID's theory of change is structured as an autonomous intervention to strengthen DEVIDA's management, whereby the purpose objective is located at different management levels and DEVIDA's spheres.
- ❖ The design of the PORI does not take into account the adverse socioeconomic context and the risks involved in expanding the area under licit crops, which generates dependence on inputs and minor equipment provided to families. It is an error in the design to expect families to incorporate licit crops in a framework of coexistence and greater profitability of coca production.
- ❖ PORI's theory of change is complex because it is inserted in the problem of global coca production and demand, which implies taking into account the actors involved and the levels of influence of external actors, as well as development and management changes in territorial actors and an institutional actor, which are located at three different levels. The logical linkage in local governments is the weakest.
- ❖ The IDF theory of change clearly presents outcomes 1 and 2 focused on DEVIDA to be able to:
 - (a) strengthen the internal management of this agency in different aspects of human resources,

technical, instruments, regulations and key issues such as gender and interculturality; (b) strengthen community organizations, and (c) improve their relationship with local governments. Outcome 3 aims to enhance the capacity of national and subnational governments to respond to service demands and foster local economic development. A key component involves empowering citizens to monitor the appropriate use of resources and oversee development projects. To align this with the primary goal of strengthening government capacities, mechanisms should be developed for government-citizen collaboration in monitoring, thus integrating transparency and accountability as governmental functions. Alternatively, partnering with DEVIDA to create community-based monitoring systems can complement governmental oversight, leveraging DEVIDA's expertise to ensure a holistic approach to development and accountability.

RECOMMENDATIONS

RECOMMENDATIONS DERIVED FROM FID

For DEVIDA

- ☐ Continue with technical assistance to families, the delivery of inputs and minor equipment, the development of associativity and community organizations and access to public and private funds; expanding associativity and community organization in terms of number of members to generate greater competitiveness and economies of scale, as this strategy generates income for families in post-eradication zones.
- ☐ Improve the planning of the number of new beneficiary families according to budgetary possibilities and organizational capacity to provide them with technical assistance and minor inputs and equipment.
- ☐ Evaluate the goals established for the number of hectares of installed crops within the framework of the current pandemic, in accordance with the budgetary possibilities and the technical teams necessary to meet them.
- ☐ DEVIDA's senior management should develop strategies linking it with other public and private actors to strengthen the institution's articulating and coordinating role in the actions of integral and sustainable alternative development, as well as the commitment to concrete goals and activities to be developed as multisectoral programmatic actions.
- ☐ To have a team of specialists to continue strengthening the institutional capacities of local governments through technical assistance in post-eradication areas, to improve the proposals they submit to PIRDAIS, municipal management and the formulation and execution of public investment projects.
- ☐ Consider gender equality, interculturality and inclusion approaches as transversal to all technical, productive and economic activities carried out by DEVIDA, and not as separate aspects of its activities and management.
- ☐ Evaluate the relevance of adopting the instruments, processes and tools developed by FID.

For USAID and FID

- ☐ Continue with the strategy developed by the IDF to strengthen the capacities of civil servants to manage the formulation and execution of public investment projects, where DEVIDA assumes a greater role in this task together with the National School of Public Administration of the National Civil Service Authority.
- ☐ Systematize DEVIDA's capacity building model, so as to achieve institutional capacities to manage planning, monitoring, procurement and purchasing; training should continue to be an important

instrument to strengthen the aforementioned institutional capacities. In addition to prioritizing the improvement of human resources and human resources hiring processes.

- ☐ Continue to provide technical assistance to develop technical sheets for reverse auction purchases, in addition to strengthening institutional and human resource capacities in procurement management, identifying needs and actions to develop procurement standards, with greater involvement of all levels of procurement management.
- ☐ To develop a repository of best practices at the local government level, which will rescue the progress achieved in service management and project quality, so that others can improve municipal management and their PIP proposals.
- ☐ Continue and expand actions aimed at generating changes in community organizations.
- ☐ Systematize the technical assistance actions provided by the IDF to community organizations so that DEVIDA can gather experiences, instruments, processes and tools to apply them in other PIRDAIS areas, other than post-eradication.
- ☐ Seek greater and better links with financial entities to strengthen work with organizations.
- ☐ Distinguish and understand the different social dynamics and gender relations within the populations of the intervention areas (settlers, natives, indigenous communities) so that action strategies are adjusted to their situation and expectations.
- ☐ In FID's theory of change, Outcome 3, linked to "improving the capacity of national and subnational governments to respond to the demand for services and local economic development", includes an output related to achieving changes in the citizenry to "monitor the proper use of resources and investment projects", which requires adequate precision, as well as including an indicator that establishes the changes in the actor. In this sense, one alternative is for FID to have a clear strategy regarding the work that DEVIDA must do to make visible the actions of citizen oversight of the proper use of resources and investment projects; or consider the alternative of having a proxy indicator of DEVIDA's proposal in PIRDAIS on the perception of citizens in relation to the degree of oversight they manage to have of the proper use of resources and investment projects. In this sense, determine its plausibility, especially because it should include actions, budget, as well as assumptions at the level of public sectors and key regional governments.

RECOMMENDATIONS DERIVED FROM PORI

For DEVIDA

- ☐ In order to strengthen the improvement of cacao and coffee productivity, it is recommended:
 - a. Adapt the management procedures and deadlines of the cooperating source to the PIRDAIS product portfolio, which are based on the agricultural calendar and not on

the Peruvian fiscal year, in order to ensure the timely delivery of inputs, tools and equipment to guarantee compliance with the planned objectives.

- b. Strengthen supervision instruments and standardize technical assistance instruments in the different links of the value chain of the different production chains (beekeeping, aquaculture, coffee, etc.) promoted by DEVIDA.
 - c. It is recommended that a "fund" be created or sufficient funds be set aside to support the start-up of the agricultural campaigns.
 - d. Promote and accompany the associativity processes until their consolidation, complementing the actions of PIRDAIS and FID.
- ☐ In relation to monitoring systems it is recommended:
- a. Strengthen the information collection process in the field to minimize measurement errors, improve reporting and analysis systems. To this end, a Directive should be proposed that incorporates and details the procedures and manuals for data collection and reporting, and within it, the need for continuous training in data collection, report issuance and analysis in real time in each Zonal Office.
 - b. Coordinate among DEVIDA units to learn from the information collected, encouraging the use of information from the DEVIDA monitoring system.
 - c. Implement a publicly accessible web-based information module for internal and external clients that displays information and indicators of the results of DAIS activities at the territorial level.
 - d. Strengthen the capacity to analyze information relevant to the management at the Zonal Office teams, promoting decentralized and timely decision making.
- ☐ Regarding Local Governments:
- a. Consider the inclusion and definition of activities that seek improvements in investment in local governments through public investment projects in the DAIS territories, considering their own characteristics, taking advantage of the capacities of the Zonal Offices' teams and thus obtaining greater resources for activities financed by DEVIDA and other sources such as Multiannual Investment Programming and sectoral programs.
 - b. Emphasize local governments in consideration of the following criteria: (i) DEVIDA's strategy, potential to reduce gaps based on resource management, (iii) population capabilities and participation, (iv) local government capabilities in managing proposals in post-eradication areas to increase state resources, and (v) capacity for democratic work and transparency with citizens.
- ☐ Regarding articulation in the face of the scarce presence of the State:
- a. DEVIDA must assume an articulating role in the field, based on the National Anti-Drug Policy. In this sense, it is vital to coordinate with the Regional

Governments within the framework of the Concerted Regional Development Plans, which are linked to the sectors to contribute to comprehensive development, as well as other actors such as the private sector.

- b. Intersectoral coordination is important because interventions require specialization in the environmental, agricultural and environmental health fields, among others, as well as to complement resources for sustainable development work.
- ☐ Systematize the experiences developed for the implementation of DAIS activities during the COVID-19 pandemic to extract lessons learned that serve as input to improve the methodologies and operational designs of the activities.
- ☐ Expand the portfolio of activities implemented with PORI to consider productive diversification in direct implementation activities, including agricultural and non-agricultural productive economic activities (fish farming, beekeeping, oil palm, camu camu, fariña, ginger, avocado, among others), taking into consideration the potential of the territory where PIRDAIS activities are developed, favoring food security and strengthening local markets.
- ☐ It is recommended to strengthen sustainability:
 - a. Implement actions in the technical assistance and supervision processes, which strengthen the trust built with the DAIS population (families, organizations), based on transparency of management and information, as well as on the improvement of enabling conditions for the exercise of their function in DEVIDA's direct collaborators.
 - b. To develop actions that allow for the follow-up of the population intervened by DEVIDA within the framework of PORI after the intervention has been completed in order to identify possible long-term effects that could have an impact on the sustainability of PORI.
- ☐ For the promotion of gender equality and vulnerable populations it is recommended:
 - e. Design and approve the Gender Action Plan articulated with the National Gender Equality Policy and the National Anti-Drug Policy.
 - f. Incorporate in DEVIDA's plans and activities guidelines for implementing the National Human Rights Plan to include vulnerable populations.
 - g. Formalize, approve and socialize the tools worked on within the framework of gender and interculturality mainstreaming in DEVIDA with the teams of the Zonal Offices. Likewise, design new specific tools for the incorporation of the gender and interculturality approach in the productive activities directly executed by DEVIDA within the framework of PIRDAIS.
 - h. Strengthen the capacities of Zonal Office teams, officials and professionals of municipalities to implement actions aimed at gender equality.
 - i. Develop specific strategies for intervention in indigenous communities.

- j. Include producer associations, neighborhood councils and boards of directors of indigenous communities in the activities.
- k. Develop indicators to measure progress in gender equality, interculturality and social inclusion.

For DEVIDA and USAID

- ☐ Improve coordination processes between DEVIDA and USAID so that PORI resources can be executed in a timely manner by DEVIDA in order to effectively respond to the PIRDAIS product portfolio, which is based on the agricultural calendar and not on the fiscal year; in such a way as to ensure the timely delivery of inputs, tools and equipment, which guarantees the fulfillment of the planned objectives.
- ☐ Regarding budget execution:
 - a. It is recommended to identify the administrative processes in which there are delays in the authorization of the management of grant resources and to develop improvements in the time management and processes for the management of grant transfers to the zonal offices.
 - b. It is recommended that DEVIDA have contingency plans and reserve funds in case of disasters, adverse effects or high-risk events, to ensure the continuity of support to families.
- ☐ To improve coordination at the PORI intervention level, strengthen coordination between DEVIDA, the Zonal Offices and other USAID-supported projects by exchanging information and lessons learned in order to contribute to the achievement of objectives in the DAIS and sustainability areas.
- ☐ Analyze and redefine PORI's theory of change taking into account the National Anti-Drug Policy:
 - a. Redefine the purpose of the PORI and update the objective aligning it with Strategic Objective I of the National Anti-Drug Policy, so that they respond to the true effect that PORI should produce, which is, "to improve the socioeconomic situation of the DAIS population (families and organization) present in areas of illegal coca leaf cultivation".
 - b. In the work of associativity is not only to promote, but also to accompany its consolidation in its correlation or complementarity with the work of FID and PIRDAIS to achieve the objectives and purpose. In this work to identify indigenous families as it requires specificity of intervention.
 - c. With local governments, it is possible to achieve the work process if resources are allocated in a timely manner and with territorial intervention criteria, concentrating efforts.

- d. With DEVIDA, it is important in the process to reinforce intersectoral or multisectoral work, as well as the articulated intervention of the different levels of the State to achieve the objectives.
- e. Incorporate gender mainstreaming in the operationalization of the processes with the three actors -DEVIDA, local governments, Neighborhood and Local Boards-, with appropriate indicators.
- f. Identify and specify indicators at the level of impact, products and processes for the different stakeholders. With local governments, it will be important to establish proxy indicators on the perception of the population that demands services and the responses achieved. Other indicators may also be proposed, considering the closing of gaps and the IDF Institutional Capacity Index. In DEVIDA, identify indicators of intersectionality in the regions in relation to the support required by local governments for their PIP projects, particularly the Ministries of Environment and Agricultural Development.
- g. Include the assumptions or risks that the different levels of the causal logic have to achieve the planned objectives, which implies specifying external actors and indicators to be monitored and may contribute to a high risk to the project.