



# 2 Joint Evaluation

## Mid-term Evaluation Public-Private Partnership for development in Acobamba (Perú)

### Executive summary



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# Executive summary

## “Public-Private Partnership for Development and Institutional Strengthening and Capacity Building in the Acobamba province”

The “Public Private Partnership for Development (APPD) and Institutional Strengthening and Capacity Building in the Acobamba Province” project, focus of this evaluation, is of territorial nature and has been established in the Huancavelica Region since 2011. The general objective of the APPD is “to contribute to the development and the inclusion of the population of the Acobamba Province”. Six strategic axes were designed for this objective: Territory Management, Education, Production, Information Technologies, Gender and Governance. The Partnership is built of a number of different entities, both public and private, represented through three organizations: The APPD Committee, the International Labour Organization (ILO) in Peru and The Management Unit.

The APPD Committee consists of the following members: the Spanish Agency for International Development Cooperation (AECID), the Telefonica Foundation and Telefonica Mobiles, Santillana, the Microfinanzas BBVA Foundation, the Ecología y Desarrollo Foundation (ECODES), the Ayuda en Acción (AeA) Foundation, Alianza por la Solidaridad, the Entreculturas - Fe y Alegría Foundation, and the Mancomunidad Qapaq Ñan (local governments of Acobamba, Marcas, Caja Espiritu and Pomacocha). The Technical Cooperation Office (OTC) in Peru acts as the supporting body for the implementation and

monitoring of AECID funding. Finally, the Management Unit is the executive actor of the activities programmed and counts on a technical team for the implementation of such activities.

## Objectives of the evaluation

The *Declaración de Intenciones para la constitución de la Alianza Público Privada para el Desarrollo (APPD) para el Fortalecimiento Institucional y Desarrollo de Capacidades de la Provincia de Acobamba en Huacavelica* (Perú)<sup>1</sup>, signed in July 2010, foresaw the mid-term evaluation of the Partnership prior to the end of the intervention. In 2013, the members of the APPD agreed to carry out the mid-term evaluation for the period 2010-2013 which was conducted between September 2013 and January 2014.

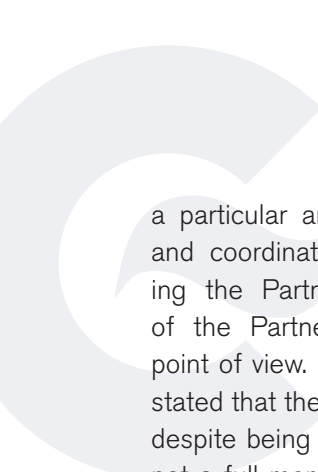
The Overall Objective of this mid-term evaluation is a assessment of the design of the APPD management model and the results achieved to date, as well as an analysis of the public local institutional structures with the aim of providing for specific recommendations for the remaining implementation period that will allow for improvement of the quality of the intervention.

## Main findings

In general, some partners explain that the Partnership has been designed and implemented through different activities in different sectors or axes within

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<sup>1</sup> Declaration of intent for the constitution of the Public-Private Partnership for Development (APPD) for Institutional Strengthening and Capacity Building in the Acobamba Province in Huancavelica (Peru)



a particular area. However, insufficient articulation and coordination among the different axes forming the Partnership prevented an understanding of the Partnership from a more comprehensive point of view. Regarding the partners, the operators stated that the Mancomunidad Qapaq Ñan (MMQÑ), despite being a counterpart to the Partnership, was not a full member. This has engendered a situation where the relationship among different actors of the programme and public institutions has not differed from any other cooperation project. However, the MMQÑ has indicated that the APPD “is part” of it, meaning that the Partnership is included in its structures and, therefore, its management is its responsibility. These different visions, according to the opinions voiced during the closing workshop of the field work, generated difficulties of understanding on the composition and functioning of the APPD.

The organizational structure foreseen in the PRODOC did not establish leaderships in the APPD, where the AECID-OTC in Peru assumed leadership. The rest of the partners of the APPD requested and accepted implicitly and explicitly its leadership. However, this situation led the AECID-OTC in Peru, on some occasions, and with the aim of promoting ownership and empowerment of the Mancomunidad and the Local Governments in the implementation, to make commitments and support without prior consultation of the rest of the partners of the Partnership (especially operators), something which generated certain inconveniences in the management of the intervention. Moreover, other difficulties were identified in the implementation effectiveness of the programme, especially regarding the coordination between the MMQÑ, the Management Unit and the Governance axis. Despite the fact that the Management Unit represents all strategic partners, it is the MMQÑ who –implicitly but not formally– assumed a key role in decision-making.

It is to be noted that, despite the efforts made by the different institutions, the municipalities and the stakeholders (target group) of the Partnership still have a limited knowledge of the axes and activities implemented by the APPD. This situation is considered to be caused by the fact that no structure, partner or operator has been entrusted with communication tasks. In addition to this, there is no common accountability for the partners nor an aggregated accounting of the expenditure for each

Appropriation line in the monitoring reports. In this sense, and regarding the participation of authorities, three situations can be observed place: a) axes with a close level of coordination with district authorities, such as the Productive one; b) axes with a proximity based mainly in the necessity of elaborating PIP and obtaining matching funds, such as Territory Management; and c) axes with low levels of coordination and ownership, such as Gender, IT, Governance and Education.

Most of the axes have over-ambitious objectives. In some cases these objectives exceed human resource capacities regarding either the amount of activities to implement –Gender and Governance– or the large number of targeted communities and institutions –Productive and Education–. In the Productive axis, the kind of activities planned render its sustainability difficult, limited by the duration of the intervention, as it is the case of association-related work. Finally, in the Territory Management axe, the foreseen objective on reforestation exceeds the possible number of hectares to reforest in the Mancomunidad. All the operators pointed out that, taking into account the expected results, real possibilities, their own operational capacities and the implementation time, it is difficult and in some cases even impossible to reach the initially established objectives. This situation led the operators to focus on reaching the objectives, something that prevents them to work for a better coordination. Another factor that hampered the coordination among the axes were the timelines. Each axis had different strategies (and difficulties) at the start.

During the analysis of the planning documents of the programme some deficiencies were found in the design of some indicators or the lack of others that would have been useful in the monitoring the progress in the attainment of the results. Additionally, from the analysis and comparison of monitoring reports one can deduce that the presentation of progress is neither standardised nor conform the planning matrix. This could generate confusion regarding the presentation of the results achieved. Monitoring reports do not mention the progress in the achievement of specific objectives. In general terms, the lecture of monitoring reports is difficult and impractical, complicating the comparison of indicators in the Annual Operational Plans (POA) and the degree of achievement of the results.

Finally, budget implications of incorporating the APPD into the already functioning mechanisms of the municipalities were not included in the design

## Main conclusions

Among the strategic partners and the operators different types of understanding the APPD its functioning and its organization, exist. There are also differences of understanding on the comprehensive approach of the Partnership, something that led the programme to be characterized by a sum of projects.

The creation of trust among partners is one of the most visible results of the APPD, where the partners are willing to continue with the initiative and encourage agreements to change actions if necessary.

The financing structure conditions the operability in justifying expenditure. In other words, each strategic partner reports to its donor on the expenditure incurred according to its POA, rendering the knowledge and analysis of aggregated data on the programme impossible.

The programme matrix has some weaknesses, especially regarding impact indicators. On some occasions the means and ends are mixed up, qualitative indicators are not registered nor are the indicators related to crosscutting axes.

During the first two years the implementation has been slow, due to unforeseen variables and external factors in which the programme has limited (or no) margin of action. Additionally, risks exist associated to the limited use of products/services by the target groups, as is the case of the familiar reservoirs in the Productive axis or the IT material in the Telecommunications axis. The main delays in the Governance axis are caused –as mentioned- by an overload of tasks of the responsible, having to execute the axis and also to coordinate the Management Unit.

Responsibilities related to monitoring are not allocated and there is no system developed to know whether the activities are being implemented correctly and whether the expected impacts are being accomplished. Despite this, it has been observed that the achievement of the results of the programme is

moderately satisfactory. The Productive and Gender axes are the ones showing the most progress; moderate progress is observed in the Education axis; the Territory Management, Telecommunications and Governance ones show a lower level of implementation.

Some of the objectives established in the different axes are overambitious, either because they do not correspond to the available capacities and human resources, or because the implementation periods were not adequately estimated, or because some of the activities leading to the achievement of objectives are technically impossible to implement.

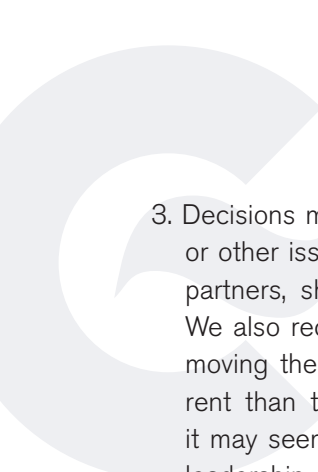
The programme lacks a communication strategy for the APPD that would allow to inform the institutions with which it articulates and coordinates, the beneficiary communities and the beneficiaries themselves.

The degree of ownership is different for each axis, and the programme does not consider formal spaces where beneficiary populations could express their opinions about the implementation

## Main Recommendations

1. To generate the spaces necessary to discuss and elaborate documents that bring a common and shared idea on the APPD. A Management Manual –at least- is expected to be published covering the following topics: mission and vision; organisational chart; roles and responsibilities of the Peru Committee and the Management Unit; commitments, roles and responsibilities of each partner: sector in which they work, contribution to rights holders and to the development, roles, responsibilities and breaches.
2. To include the MNQÑ in the meetings of the Peru Committee as a full member. In addition, we recommend the creation of a “department” in the Peru Committee, formed by three to four representatives – preferably one of the private sector, one of an NGO and one of the MNQÑ, and/or AECID –that would be responsible for convoking quarterly meetings, present the agenda, make arrangements with different actors, resolve unforeseen situations, etc. It is important that these decisions adopted by the partners of the APPD also have the support of the operators.



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3. Decisions made regarding the Management Unit, or other issues that could affect all the operative partners, should be made by the Comité Perú. We also recommend to explore the possibility of moving the Management Unit to an entity different than the partners and operators. Although it may seem that this recommendation limits the leadership that public entities must have in the development of their communities, we understand that the key role of these entities implies establishing priorities, participating on the identification, design and monitoring of the strategies, and creating the mechanisms to jointly implement activities to benefit the population.
  4. Regarding communication mechanisms of the programme, we recommend to implement a visibility and communication strategy. Additionally, with the aim of improving the knowledge of the activities, it would be suitable to include the District Mayor's offices in the meetings of the Management Unit.
  5. In regard to the oversizing of the programme objectives, we recommend to reformulate the objectives focusing on the real and achievable ones, considering sustainability of the benefits/ services obtained, and the possibility for the axes to free up time to coordinate themselves in order to make a better efficiency and impact possible.
  6. We recommend to explore the possibility of establishing "sectoral committees", to operationally coordinate specific activities. This would allow for the maximization of impact and efficiency in the management of resources. In these axes we would expect the presence of the rest of the stakeholders of the province.
  7. We recommend to jointly elaborate the POA of each axis, opening the participation up to the rest of the partners and/or operators, identifying the activities in which they could work together.
  8. We consider it important that the Management Unit establishes monitoring mechanisms that would allow not only to know whether the activities are being implemented but also whether these activities are achieving the results and impacts expected for the holders of rights, responsibilities, and obligations.
  9. We recommend to improve the quality of the indicators as well as the unification of the monitoring reports of the axes, standardizing and organizing the information according to the planning matrix.
  10. It is convenient –and in accordance with the Paris Declaration– to work on mechanisms of accountability for the population in the form of "public hearings", where the different axes explain the work done and the achievements made, while allowing for the collection of opinions of the civil society.





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