

Evaluation of UNFPA support to population and housing census data to inform decision-making and policy formulation 2005-2014

Peru

Pilot Country Case Study

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Evaluation Office



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For further information on the evaluation please consult the Evaluation Office webpage: <http://www.unfpa.org/news/unfpa-support-population-and-housing-census-data>

Acronyms

AWP	Annual Work Plans
CAN	Comunidad Andina de Naciones
CELADE	Population Division of the ECLAC
CO	Country offices
CPAP	Country Programme Action Plan
CPD	Country Programme Document
DHS	Demographic and Health Survey
ECLAC	Economic Commission for Latin America and the Caribbean
EQA	Evaluation Quality Assessment
ENAHO	National Household Survey
ENAJUV	National Youth Survey
ENDES	National Survey on Demography and Family Health (Peruvian DHS)
ENUT	National Survey on the Use of Time
EO	Evaluation Office
HIV/AIDS	Human immunodeficiency virus/ Acquired immunodeficiency syndrome
HQ	Headquarters
ICPD	International Conference on Population and Development
INEI	National Institute of Statistics and Computing of Peru
LACRO	Latin America and Caribbean Regional Office of UNFPA
M&E	Monitoring and evaluation
MIDIS	Ministry of Social Development and Inclusion of Peru
MIMP	Ministry of Women and Vulnerable Population
MDG	Millennium Development Goals
NSI	National Statistical Institute
OECD-DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
RO	Regional office
SEN	National Statistical System
SRH	Sexual and Reproductive Health
TORs	Terms of reference
UNDAF	United National Development Assistance Framework
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNSD	United Nations Statistics Division

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Structure of the case study

The case study is divided in six chapters:

Chapter 1 is the Introduction, which presents the objectives and scope of the evaluation and of the case study.

Chapter 2 describes the methodology of the case study, including the rationale for the selection of Peru, the methodological framework, the approach to data collection and analysis and the limitations.

Chapter 3 presents the country context and an overview of the UNFPA response. The country context covers both the broader socio-economic framework as well as the context of the census in Peru. The overview of the UNFPA response describes the programmatic and financial support provided in this particular context over the period under evaluation.

Chapter 4 on findings contains the core analysis. It responds to the national dimension of the evaluation questions and their associated assumptions.

The considerations that may be extracted from the case study as an input to the evaluation report are presented in Chapter 5. Therefore, Chapter 5 presents the aspects most relevant to the overall aggregate analysis within the evaluation report.

The annexes, include a list of people and documents consulted, the Atlas portfolio of interventions in Peru, the stakeholder map, the cyber search summary table, the interview guides and the logbook template as well as key country information.

1. Introduction

1.1. Objectives and scope of the thematic evaluation

This case study is part of the evaluation of UNFPA support to population and housing census data to inform decision-making and policy formulation (2005-2014). The evaluation aims to assess the UNFPA support to strengthening national capacity for the production and dissemination of quality disaggregated data and its use in evidence-based analysis, decision-making and policy formulation over the last 10 years, corresponding to the period of the 2010 World Population and Housing Census Programme (the “2010 census round”).

The three primary **objectives** of the evaluation are:

- To assess the relevance, effectiveness, efficiency and sustainability of the UNFPA support to the 2010 round of population and housing censuses.
- To assess the extent to which census data are disseminated and used for the development of policies, development plans and programmes in relation to population dynamics, reproductive health and rights, youth, and gender equality issues.
- To identify lessons learned and generate knowledge to inform the midterm review of the 2014 – 2017 Strategic Plan, in particular outcome 4, and to inform the support of UNFPA to the 2020 census round.

The **scope** of this thematic evaluation is worldwide (including all countries in which UNFPA has provided support to census), and covers three levels of analysis: national (country), regional and global. The national level covers both the central and local tiers of government administration.

The scope of the evaluation focuses on the *how* and the *why* of census support (i.e. *how* UNFPA support to census has had an impact and *why* that is the case) rather than on the *what* (i.e. describing and analysing the magnitude of the effects). The type of UNFPA support to census and the particular modalities utilized vary according to country context. The aim of the evaluation

Box 1. The term data

By data we refer to statistical data in a broader sense, including population and housing census data as well as other relevant demographic and socio-economic data linked to the census and its products, such as population projections and population based surveys. In fact, the census is an intrinsic part of the national statistical system, which itself includes a number of surveys associated with the census, either because they use the cartography and sampling of the census operation or because they use census data directly.

is to determine the particular models of census support that work well (and those that do not work well) and the conditions/circumstances under which this occurs. It is worth noting that the evaluation will only examine the degree to which data from census was used in the formulation of plans and policies; it will not assess the quality of those plans or policies or their effects on citizens and organizations.

1.2 Objectives and scope of the case study

In the framework of the evaluation, case studies are conducted in countries with diverse contexts where support to census has been provided and where examples illustrate the range and modalities of UNFPA support to census to inform decision-making and policy formulation. A prime aim of the case studies is to **inform and provide input to the evaluation report**, the overall report of the evaluation. In this regard, case studies represent a key source of information/data that will inform the Report.¹ Indeed, as the first case study, the Peru case features an in-depth analysis of a specific UNFPA support setting.²

Box 2. The Peru case study

Peru was the first of the six case studies and also served as a pilot to test the approach and methodology of the evaluation.

The case study, also served as a pilot, that is to **test several elements of the methodology**, namely, the overall approach to case studies, the evaluation questions, the hypothesis and indicators, the selection of informants, the appropriateness of tools such as the interview protocols and the interview logbooks, and the approach to the preparation, organization and conduction of country case study missions.

Box 3. What a case study is not

A country case study is not a programme level evaluation or a substitute for one; neither is it a performance audit of the country office.

¹ Other sources are countries analysed remotely, surveys, and regional and global level analyses.

² A support setting refers to the combination of a particular country context with a modality of support.

2. Methodology of the country case study

2.1 Justification for the selection of the case study

The UNFPA portfolio covers six regions of intervention: Western and Central Africa; Eastern and Southern Africa; Asia and the Pacific; Arab States; Eastern Europe and Central Asia and Latin America and the Caribbean. It was decided to select one country for a case study in each of these regions taking into consideration:

- The different national contexts
- The diverse needs and ways in which the census was conducted (new technologies vs. traditional technologies)
- The range of capacity at country level to conduct a census
- The number of stages of the census supported
- The amounts spent (expenditure) in support to the census
- The different modalities of engagement, including south-south cooperation

Purposeful sampling was utilised for the selection of the sample and the specific **criteria used to select** the country within each region were: census stage coverage (the number of stages to which UNFPA provided support), financial support/level of investment, the date census was taken,³ government effectiveness and the country quadrant classification.⁴ The country quadrant is a UNFPA classification system that groups countries on the basis of their ability to finance (Gross National Income) and need for support. The result of this classification determines the mode of engagement of UNFPA in a particular country.

Table 1 - UNFPA Country Quadrants - modes of engagement by setting

Ability to finance	Need			
	Highest	High	Medium	Low
Low	Advocacy and policy dialogue/advice, KM, capacity development, service delivery	Advocacy and policy dialogue/advice, KM, capacity development, service delivery	Advocacy and policy dialogue/advice, KM, capacity development	Advocacy and policy dialogue/advice, KM
Lower-middle	Advocacy and policy dialogue/advice, knowledge management, capacity development, service delivery	Advocacy and policy dialogue/advice, knowledge management, capacity development	Advocacy and policy dialogue/advice, knowledge management	Advocacy and policy dialogue/advice
Upper-middle	Advocacy and policy dialogue/advice, knowledge management, capacity development	Advocacy and policy dialogue/advice, knowledge management	Advocacy and policy dialogue/advice	Advocacy and policy dialogue/advice *
High	Advocacy and policy dialogue/advice *	Advocacy and policy dialogue/advice *	Advocacy and policy dialogue/advice *	Advocacy and policy dialogue/advice *

Note:* Physical presence only in select countries

The resulting sample of case studies selected includes countries across the various quadrants. The degree of government effectiveness, measured by the World Bank

³ The date of the census, census stage coverage, and the amount of financial support (inclusive of core and non-core funds) were retrieved from the UNFPA Evaluation Office survey - conducted from July to September 2014 - of countries to which UNFPA provided support to census.

⁴ For a more detailed description of the selection process and the application of the criteria see chapter 6.1 of the Inception Report "selection of country case studies".

indicator, was used as a proxy for the likelihood of census data being used for policy making.⁵

Peru was the country selected in the Latin America and the Caribbean region as it ensured the presence of a country in the pink quadrant – UNFPA support focused on advocacy and policy dialogue and advice – as well as a country in the highest group of government effectiveness. UNFPA support in Peru covered the five stages of census taking.

Additionally, Peru was **selected as a pilot country** to test the methodology of evaluation for several reasons:

- The ability and willingness of the country office to host the pilot
- The modalities of support employed in Peru point to the use of soft-aid activities. Testing how best to identify and measure soft aid activities was an important aspect of the pilot case study, and Peru offered that opportunity⁶
- Additionally, Peru presents the opportunity to examine a context in which UNFPA managed a large amount of government funds in procurement for the census⁷
- The census was conducted in 2007, allowing room to test the methodology developed to assess the extent to which census data is used in evidence-based policy making, a critical aspect of the evaluation

2.2 Methodological framework

A theory of change was developed during the inception phase of the evaluation. The evaluation team reviewed and tested the relevance and robustness of the theory of change. Moreover, the theory of change was used in each country case study to assess the ways in which the UNFPA support to the 2010 census round had contributed to, or was likely to contribute to change.

The theory of change forms the basis for the methodological framework of the evaluation, and what will be assessed and how, is established in the evaluation matrix (see annex 5). The matrix presents the seven evaluation questions by evaluation criteria (relevance, efficiency, effectiveness, sustainability and added value). It also lays out the assumptions underlying each evaluation question, the indicators associated with these assumptions, sources of information and sources and tools for data collection.

The evaluation matrix encompasses three levels of analysis: national, regional and global. The country case studies form a data package that addresses the national level of the evaluation matrix. The evaluation questions and the underpinning assumptions are the same across all case studies, but indicators may vary given the specificities of each country determined, inter alia, by the country context and the specific UNFPA modalities of support.

⁵ <http://data.worldbank.org/data-catalog/worldwide-governance-indicators>

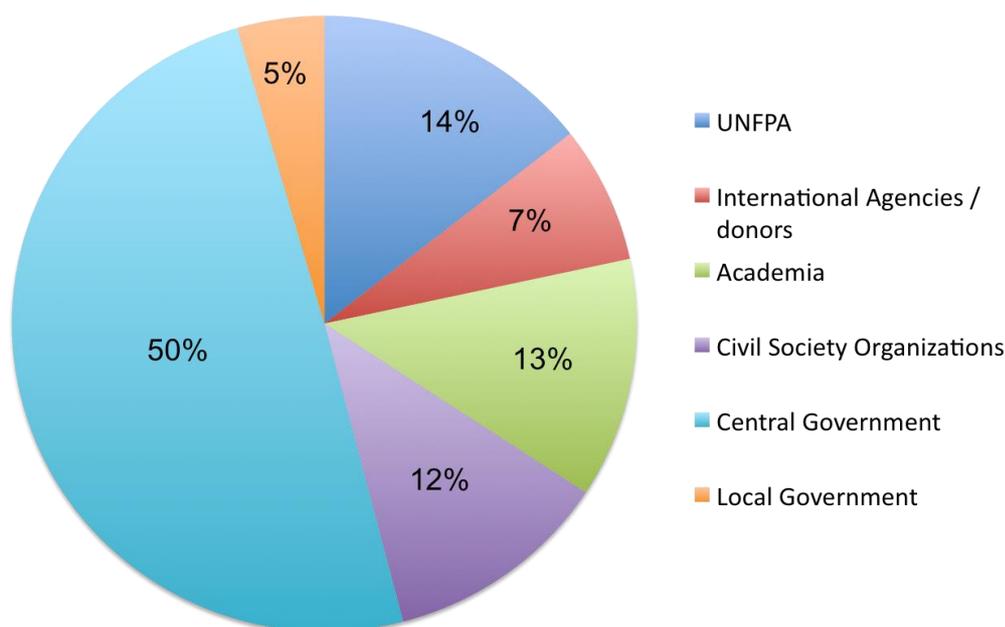
⁶ Soft-aid activities such as advocacy and policy dialogue are actions carried out by UNFPA staff, rather than implemented through Annual Work Plans (AWPs). Thus, they are not always visible.

⁷ It should be noted in this regards that when the census took place in 2007, Peru was not yet a middle-income country. It was granted this status by the World Bank in 2009 <http://data.worldbank.org/country/peru>

2.2.1 Approach to data collection and analysis

The methods used for **data collection** include the study of documentation, semi-structured individual interviews, group discussions and cyber search. The cyber search, in particular, was selected as a tool to identify the use of census data in the development of plans and policies and research, using the Internet as the main source (see annexe 6).

Figure 1 People interviewed by type of stakeholder



One hundred and eleven people were interviewed for the case study. Figure 1 shows the distribution of individuals by type of organization.

On-line survey questionnaires will include Peru, but are part of a broader global analysis.

Data analysis, in Peru country case study, was guided by the evaluation matrix (annex 5) and included qualitative and quantitative analysis. Methods used comprise content (see box 4) and contribution analysis (see box 5) of the information, triangulation and external and internal validation.⁸

Triangulation involved comparing findings between several sources (at least three) as well as crosschecking evidence from interviews, documentation review and online sources.⁹

Box 4. Content analysis

Content analysis was used to identify emerging common trends, themes and patterns for each evaluation question, at the national level of analysis. Content analysis was also used to highlight diverging views and opposing trends. The emerging issues and trends provided the basis for the evaluation findings.

⁸ Country evidence data spreadsheets were not yet systematized at the time of the pilot (as they are now for the remaining five country case studies). The qualitative analysis of the data for the Peru case was conducted manually.

⁹ The importance of triangulation increases the higher the analysis. Triangulation will become very important in the evaluation report. Case studies are one of the various data clusters for the thematic evaluation and a source of evidence and triangulation for the evaluation report.

External validation consisted of a debriefing workshop in Peru at the end of the field visit in which preliminary findings were shared, discussed, and validated with country and regional office staff. Internal validation took place through a peer review process among evaluation team members during the production of draft versions of this country reporte.

Internal validation took place through a peer review process among evaluation team members and the Evaluation Office during the production of draft versions of this country reporte.

Box 5. Contribution analysis

Contribution analysis was used through a theory of change-based approach to assess the degree to which various identified factors contributed to observed change at country level. Palestine case study allowed for a more in-depth exploration of UNFPA contributions to the 2010 census round, because it allowed examining the interaction between multiple influencing factors and effects. It also facilitated the identification of alternative pathways for observed changes.

2.2.2 Methodological limitations

The main limitations faced were due to the fact that this case study also doubled as the pilot to test the initial methodology. As a result of this process, the methodology was substantially changed. Listed below are the key limitations encountered:

One case study, two evaluation frameworks

The pilot was conducted using a nine-question evaluation matrix; upon completion of the pilot, the matrix was updated, differing significantly from the original. The first evaluation matrix focused on examining the quality of the census, whereas the subsequent version of the matrix focused on the strengthening of national capacity for the production and use of census and related survey data. However, for comparability purposes, this country reporte is organized within the framework of the updated evaluation matrix included in the inception report (the matrix that will be used for the remaining five case studies).

As a consequence, data collection, data analysis and data presentation were undertaken using different matrices, with data addressing the new assumptions and indicators at time insufficient. This limitation was overcome by extensive documentary review and follow-up remote interviews conducted upon the completion of the field mission. Similarly, some of the information collected under the framework of the first matrix is no longer relevant.

A toolkit in progress

At the time of the Peru case study, the toolkit for data analysis had not yet been finalised. In fact, the pilot case study offered input into the process. Consequently, the remainder of the case studies will benefit from the lessons of the Peru case and will incorporate a series of tools; such as the country evidence data spread sheets. As a result, linking findings to evidence and sources will be far easier for the remaining five country case studies.

Access to key informants

The censuses in Peru were conducted in 2005 and 2007. A significant amount of time has passed and staff turnover has occurred, with key informants at the time of the census no longer holding relevant positions. This gap, however, was partly addressed by follow-up remote interviews conducted upon the completion of the Peru mission.

3. Country context and overview of UNFPA response

3.1 Country context

3.1.1 Broader socio-economic context

The Republic of Peru is located on the Western coast of South America. With 1.285 million square kilometres, it is the fourth largest country in Latin America. The population, in year 2014, was estimated at 30.814 million.¹⁰ The political system is a presidential representative democracy in which the president is both the Head of State and the Head of Government. Since 2002, the Peruvian state administration has been decentralized to 24 regions (departments), each with a regional president and a council (regional parliament)¹¹ elected by direct vote. The council implements and coordinates locally the actions and policies of line ministries.

Peru is typically divided into three geographic zones: the Coast (Costa), the Andes (Sierra) and the Amazon lowlands in the east of the country (Selva). The National Institute for Statistics and Computing of Peru (Instituto Nacional de Estadística e Informática - INEI) uses the three-zone division as the basis for regional classification. The division reflects a historic ethnic partition between the Andean indigenous peoples (Quechua and Aymara), the Amazonian 46 linguistic groups, and the people of European, African and Asian origin (who primarily occupy the Coast). Peru is a country with great geographical and ethnic diversity,¹² and wealth and welfare statistics show a clear divide between urban¹³ and rural populations as well as between indigenous and non-indigenous populations. Poverty maps on ethnic background and location: regions with higher concentrations of indigenous and rural populations¹⁴ face much higher levels of poverty, a fact that national statistics may mask.

Peru is a transition country in multiple ways. Peru has recently joined the group of higher middle-income countries, marking an economic transition.¹⁵ Peru is also facing a demographic transition: the demography of Peru is characterized by declining fertility



Box 6. Human development index (HDI)

Peru is in the high human development category with an index of 0.737, ranking 82nd out of 187 countries. Yet, when level of inequality is included, Peru loses 23.7 per cent, falling to 0.562 in the inequality-adjusted HDI.

¹⁰ INEI (13.12.2014). The population was 28.22 million in the 2007 census.

¹¹ *Ley N° 27867, Ley Orgánica de Gobiernos Regionales 2002*. In the capital, Lima, the Metropolitan mayor also functions as regional president.

¹² On the eight natural regions, see *Las ocho regiones naturales del Perú*, of Javier Pulgar Vidal (first published in 1943).

¹³ 75 per cent of the population lives in urban areas.

¹⁴ For instance, in rural Ayacucho, 67.7 per cent of the population is in the lower quintile of income; in the provinces of Lima and Callao 28.8 per cent of the rural population finds itself in the lower income quintile. INEI ENDES 2012.

¹⁵ World Bank <http://data.worldbank.org/indicator/NY.GNP.PCAP.PP.CD> (accessed 15.12.2014).

rates¹⁶ and a rapidly ageing population (though with large regional variations). The country is in the middle of the demographic window: younger cohorts are growing smaller, the percentage of the population that is working age is the highest, and the population of older adults is not yet significantly large.¹⁷

Peru had three different governments from 2005-2014, which brought a degree of consolidation in representative democracy and a slow but steady strengthening of the institutional framework of the country.

Net non-reimbursable Official Development Aid (ODA) in Peru stood at 0.2 per cent of the Gross National Income (GNI) in 2012, with levels, of external assistance shrinking (net ODA in 2012 was \$394 million, down from \$605 million in 2011). The largest donors in Peru are Germany, Japan, the United States, and Spain, respectively.¹⁸ Nearly one half of total ODA (screened by the Organisation for Economic Cooperation and Development (OECD)) lands in the social sectors e.g. education, health and other social sectors.¹⁹ However, as Peru is “graduating” to an upper middle-income country, the demand for external assistance is increasingly shifting from financial aid support to knowledge and implementation support services.²⁰

Annex 9 complements this section with a country fact sheet and a brief outline of the challenges faced by Peru in the mandate areas of UNFPA in the country.

3.1.2 The context of the census in Peru

Since independence, Peru has regularly conducted censuses. The census in 1993 was the ninth population census and the fourth housing census. Traditionally, censuses in Peru were conducted in one day, following the methodology of a *de facto* census, that is, counting the number of people present in each locality on the census night (irrelevant of the purpose of their stay).

The institutional framework

In Peru, the census is organized around three functional levels: consultation and support, planning and preparation (occurring at centralised level), and implementation (occurring at decentralised level). An Advisory Committee of the National Census assists in the preparation and implementation of the census. This committee is responsible for observing and enforcing the laws, regulations, and technical standards with which population and housing censuses must comply. The Committee is chaired by an appointee of the President and composed of representatives from ministries involved in the conduct

¹⁶ In 2013, the national fertility average was 2.4 children per woman (3.5 in rural areas and 2.3 in urban areas), down from 4.3 in 1986

¹⁷ For references in this paragraph see: UNFPA Flyer Salud sexual y reproductiva en el Perú 2014, at <http://www.unfpa.org.pe/publicaciones/publicacionesperu/UNFPA-SSR-Peru.pdf> (accessed 10.12.2014); INEI ENDES 1986; INEI ENDES 2013 ; and UN DP/FPA/CPD/PERU/8, 26 September 2011.

¹⁸ OECD-DAC statistics (latest available), at <http://www.oecd.org/dac/stats/documentupload/PER.JPG> (accessed 16.12.2014).

¹⁹ APCI (December 2013) Guía de Fuentes Cooperantes, at http://www.apci.gob.pe/gestion/atach/Guia_Acceso_Fuentes_Cooperantes.pdf (Accessed 15.12.2014).

²⁰ World Bank Country Partnership Strategy 2012-2016, http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2012/02/21/000356161_20120221225314/Rendered/PDF/661870CAS0R2010Official0Use0Only090.pdf (accessed 10.12.2014).

of the census (e.g. Defence, Foreign Affairs, Interior, and Housing), as well as representatives from civil society and religious authorities.

The planning and preparation for the 2007 census was led by the Head of the National Institute of Statistics and Computing who is responsible for providing guidelines on organisation, planning, development, execution and supervision of the census. INEI's offices at the department level are responsible for the organization, implementation and supervision of operational tasks. An executive committee chaired by the Head of the INEI is charged with the overall supervision of the census's preparation and conduct, while technical committees are responsible for specific technical areas (e.g. cartography, methodology, logistics, processing, and dissemination). Several additional committees, composed of representatives of local authorities, are responsible for supporting the census at departmental, provincial and district levels.

Two censuses during the 2010 round

Initially planned for 2003, the tenth population and fifth housing census was held from 18 July to 20 August 2005, overcoming the financial and technical constraints that caused its delay.

The 2005 census introduced two major innovations. Firstly, the *de facto* census was replaced with a *de jure* census: census would now count people at their usual place of residence rather than where they happened to be at the moment of enumeration. Secondly, a rolling census methodology was introduced, a system that had been recently taken up in France and the United States. The methodology was comprised of two stages. In 2005, during the first stage, a short form census questionnaire was collected for every household, while from 2006 to December 2009 (the second stage) a long form was collected annually on a five per cent sample.²¹ This process generated a 20 per cent accumulated sample (one in five households after four years). While the primary goal of introducing the rolling census was to address budgetary constraints (by spreading the cost of the census over several years), an additional upshot was the annual update of the country's information system, which previously was updated every 10 years.²²

The first stage of the census carried out in 2005 faced various challenges. Moving from a *de facto* census to a *de jure* census posed methodological difficulties such as how to deal with an absent person (and whether someone else could answer for the absent dweller). Moreover, the 2005 census used a short form questionnaire, with few individual questions, which resulted in more of a headcount than a complete census, and the link with the subsequent long-form questionnaires was not established.

Public criticisms were raised, as the new methodology was not properly explained to the public or decision makers. Additionally, preliminary results revealed a total population of 26,152,265 inhabitants, a figure two million less than previous official projections. This was confirmed by the post enumeration survey, which estimated a 13.4 per cent rate of under-coverage. Taken together, this information led to the rejection of the results by the

²¹ The short form features a simplified version of the census questions whereas the long form is a more detailed questionnaire.

²² Peru Country Office Annual Report, 2005.

new Government that took office in July 2006, and overwhelming pressure was put on the INEI for the organization of a new census in 2007 following the traditional methodology.²³

Despite a short nine-month preparation period, the INEI managed to conduct the census on 21 October 2007. However, due to time constraints, the only approach considered feasible was to repeat the methodology used for the 1993 census, including the questionnaire. More than 500,000 field workers were deployed to conduct the enumeration. However, efforts were complicated by a lack of experienced supervisors, inadequate training of enumerators and supervisors, and reluctance by the population to stay home during the census day. Moreover, enumeration was incomplete in some places.²⁴ A post enumeration survey was carried out that provided an estimation of 2.8 per cent of under-coverage: 2.6 per cent in metropolitan Lima, 1.8 per cent in other urban areas and 4.9 per cent in rural areas.²⁵ The results were published in August 2008, less than one year after enumeration, and were disseminated, particularly through online dissemination.

3.2 Overview of UNFPA response

3.2.1 Programmatic support

The UNFPA programmatic response in Peru during the 2010 census round is reflected in the country programme 2006-2010, which was extended one year, and in the country programme 2012-2016.²⁶ The first United Nations Development Assistance Framework in Peru was signed in 2011 and covers the period 2012 – 2016. However, there are no specific outputs related to data or evidence-based policy making in the UNDAF document.

The tables below summarize the expected results during the two country programme periods. The rows highlighted in grey point to the results that are within the scope of this evaluation, reflecting the approach of UNFPA in Peru to supporting the production and use of quality data in evidence-based decision-making.

Table 2. Results of the Peru country programme 2006 - 2010	
1	The creation of a political framework at a national, regional and local level to promote reproductive health and reproductive rights.
2	Increased access to comprehensive quality services in reproductive health in the poorest regions of Peru.
3	Consolidation of national, regional and local institutional mechanisms and socio-cultural practices that promote and protect women and girls rights as well as gender equity and equality.
4	The links between population and development become straightforward in national, regional and local policies, plans and programmes, particularly in those that aim at poverty reduction,
5	Socio-economic data is available and used to support the decentralization and formulation of national, regional and local development policies and programmes.

²³ Peru Country Office Annual Report, 2007.

²⁴ UNFPA Country Office – Presentation to the Evaluation Team, November 2014.

²⁵ *Encuesta post censal, INEI Peru*. Presentation to a UNSD workshop on Post Enumeration Surveys, Asuncion, Paraguay, 2009.

²⁶ See the Country Programme Document (CPD) for 2006-2010 and 2012-2016, and the Country Programme Action Plan (CPAP) for the same periods.

Below, a list of some of the specific actions detailed in the country programme document linked to the attainment of result 5:

- Development of technical capacity of national institutions, mainly the INEI and universities, to promote research using census and other population-based data such as the Demographic Health Surveys and the National Household Survey.
- The development of dissemination mechanisms at central, regional and local levels, and activities with the INEI, local governments and the Ministry of Development to promote the dissemination and use of census and population-based surveys.
- The promotion and support of agreements between the INEI and local and regional governments on the one hand and between the INEI and other government bodies such as the Ministry of Women and Development and the Ministry of Education on the other hand to promote the use of information for the formulation of plans.

The country programme continued in 2010 and, after a bridging phase in 2011, the current programme entered into force covering the period 2012-2016. The current country programme cycle has three thematic areas: reproductive health and rights, population and development, and gender equality. A number of expected outputs are associated with each thematic area (as seen in Table 2 below).²⁷

Table 3. Expected outputs of the country programme 2012 - 2016	
<i>Reproductive health and rights component</i>	
1	Health and social services in selected regions improve their capacity to deliver reproductive health services, including HIV/AIDS prevention and sex education to vulnerable populations.
2	Young people in selected regions have increased access to information, counselling and services to prevent unplanned pregnancies, sexual violence, and sexually transmitted diseases, including HIV/AIDS.
3	Increased availability of data and analysis for institutions working in the area of population and reproductive health and rights.
<i>Population and development component</i>	
4	Decision makers and civil society organizations in selected regions use disaggregated data and information to implement regional population plans.
5	Increased knowledge base on the interrelationships between the demographic transition and social protection systems.
6	Political authorities, civil servants and community leaders in selected regions have improved capacity to implement emergency preparedness and response plans.
<i>Gender equality component</i>	
7	Political authorities, civil servants and civil society organizations in selected regions have improved capacity to formulate, implement and monitor public policies that ensure equal rights for men and women.
8	Political authorities, civil servants and civil society organizations in selected regions improve their capacity to prevent and respond to cases of gender-based violence.

In order to advance the above-mentioned outputs, particular actions were planned. For example, the provision of technical assistance stressing the importance of developing population projections for health-insurance schemes was planned to advance output 3.

²⁷ The expected outputs detailed in the table are formulated as results. However, this is simply a matter of terminology. The point here is to illustrate the actions/responses taken by UNFPA to advance the use of census related data.

Additional planned actions to achieve output 3 included:

- Support to the exploitation of data produced by the INEI
- Support to the development of a statistical culture amongst civil servants, regional authorities and civil society organizations
- Support to the incorporation of gender and ethnicity (as analytical lenses) in the statistical management cycle
- Updating technical instruments, including cartography, for data collection
- Support to results dissemination of population-based studies and research through, for example, the INEI website and social networks

To advance output 4, technical assistance to regional governments and regional statistical institutes was planned specifically to develop evidence-based policies. Additionally, UNFPA also planned the use of data and information on health, gender, migration, indigenous populations, Peruvians of African roots, youth and older adults.

3.2.2 Financial support from 2005 until June 2014

This section presents a brief snapshot of the financial resources, both core and non-core, managed by the UNFPA country office in Peru in support of the census operation. The cumulative amount of expenditure in support of census was \$33,752,402.28, 95 per cent of which was spent between 2005 and 2008.

Figure 2. Total amount budgeted and spent on census - 2005 - June 10, 2014

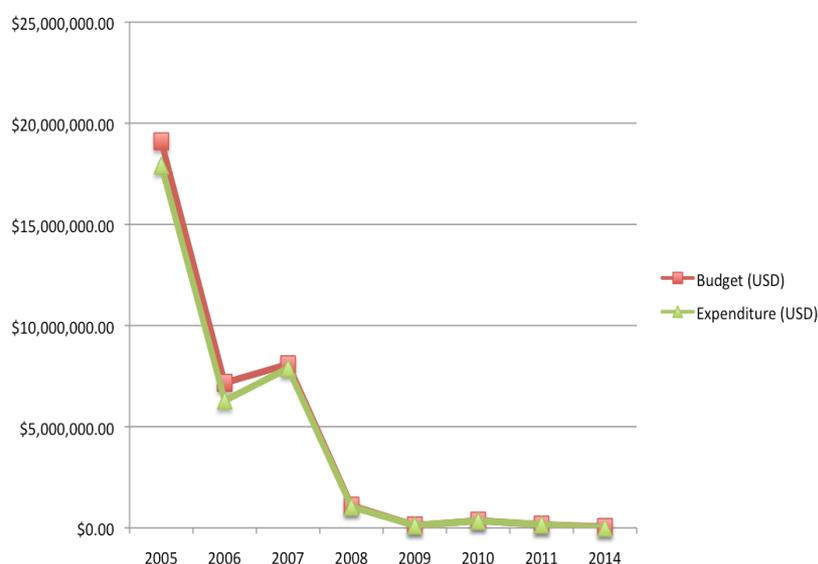


Figure 2 captures the amount budgeted and spent in support of census from 2005-2014, demonstrating a strong rate of fund execution on the aggregate (93.4 per cent). This snapshot does not, however, include information on the UNFPA support to the use of census data, particularly census data, for policy formulation at national level.

Source: Atlas (generated June 10, 2014)

Figure 3. Breakdown of type of expenditure on census - 2005 - June 10, 2014

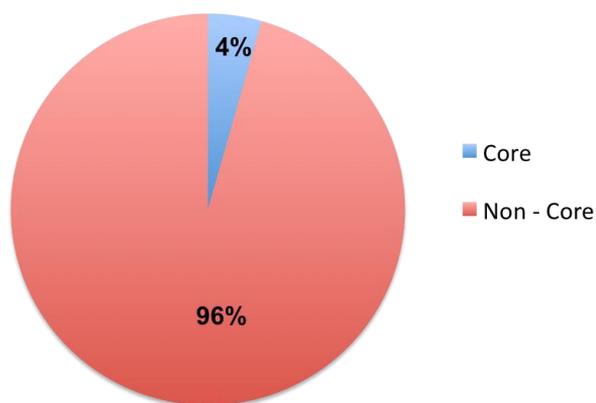
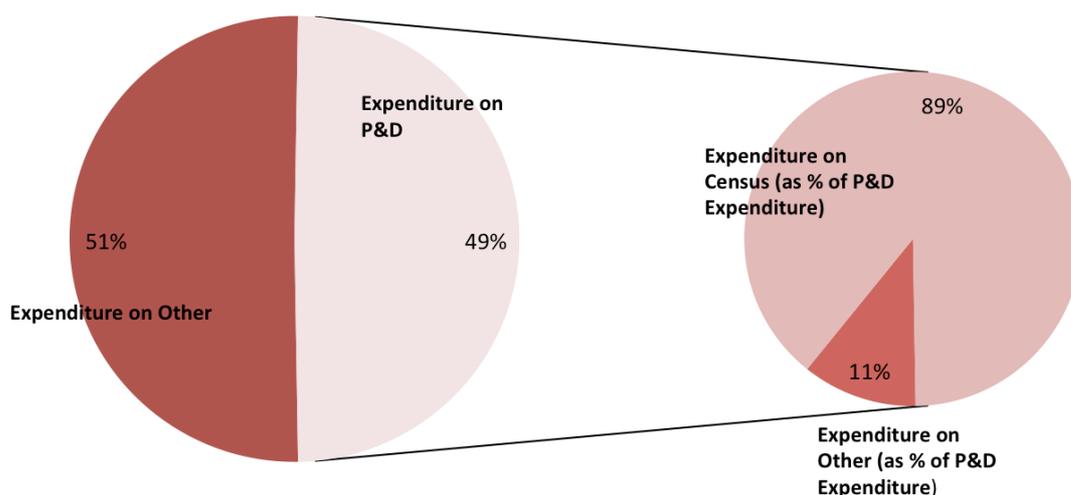


Figure 3 shows census expenditure (\$33.8 million) broken down into core and non-core funds. The large majority (96 per cent) of census funds were non-core funds, corresponding to the funds the Government of Peru requested UNFPA to manage.

Source: Atlas (generated June 10, 2014)

Figure 4 situates census expenditure within the larger context of the total programme expenditure. As shown in the figure, nearly half of Peru country office expenditure for the period is expenditure on population and development activities and, within this, nearly 90 per cent is expenditure in support of the 2005 and 2007 censuses. In other words, nearly 44 per cent of all expenditure by UNFPA Peru was in support of the censuses.

Figure 4. Expenditure on population and development (P&D) as percentage of total Peru country office expenditure and expenditure on census as percentage of total Peru country office expenditure on P&D 2005 to June 10, 2014



Source: Atlas (generated June 10, 2014)

4. Findings and analysis

EQ1. To what extent was UNFPA support aligned with partner government priorities and national needs on availability of data on the one hand and UNFPA policies and strategies on the other?

Summary of Findings:	Relevance
<p>UNFPA support to population and housing censuses was clearly aligned with Peruvian government priorities. After the rejection of the 2005 census results by the new Government (elected in 2006), UNFPA supported the preparation and conduct of a new census in 2007, a political priority of the government. UNFPA is actively involved in consultations with public institutions and civil society, including non-governmental organizations (NGOs) to assess national needs and align its support accordingly. Equally, UNFPA programmatic support in Peru was aligned with UNFPA corporate framework priorities on improving data availability and use.</p>	

Alignment with partner government priorities on availability of statistical data

According to the National Institute for Statistics and Computing of Peru (Instituto Nacional de Estadística e Informática - INEI), the UNFPA support is well aligned to government priorities. Alignment is strong because the preparation of each Annual Work Plan is grounded in a long-standing institutional relationship between UNFPA and the INEI and needs are jointly analysed. Additionally, UNFPA, in collaboration with several governmental and non-governmental institutions, contributes to the analysis of demographic data to identify specific national challenges in demography, gender and health. This further contributes to strong alignment.

Interviews conducted with various ministries revealed that UNFPA support corresponded to their needs. For example, UNFPA technical support to the National Time Use Survey (ENUT - Encuesta Nacional de Uso del Tiempo) provided data needed by the Ministry of Women for the development of its Gender Plan 2007-2012. The Ministry of Health confirmed that data from the census, the National Survey on Demography and Family Health (ENDES - Encuesta Nacional de Demografía y Salud Familiar) and the National Household Survey (ENAHO - Encuesta Nacional de Hogares) responded to the needs of the Ministry, particularly in regard to data for maternal mortality and disabilities.

UNFPA supports the dissemination and analysis of demographic data to identify the demographic, gender and health challenges faced by the country. For example, UNFPA actively participates in working groups of the Poverty Reduction Roundtable (Mesa de Concertación para la Lucha Contra la Pobreza). These working groups focus on issues of reproductive and sexual health, demography, demographic change and public policies on older adults. Acting as a bridge between the state and society, the Roundtable is comprised of various stakeholders, including line ministries and civil society organizations (at both regional and central level) as well as international development partners.

UNFPA support to statistical operations was also aligned with the Strategic National Plan for the Development of Statistics 2008-2012.²⁸ The first strategic objective of the Plan was to produce relevant and accurate statistical information for the monitoring and evaluation of national strategic plans and programmes. ENAHO and ENDES are mentioned as important elements of this objective as they include specific survey questions directly related to national programmes. This aspect is reflected in the UNFPA Annual Work Plans (AWP) with national institutions during the period evaluated.

Alignment with national needs on availability of statistical data (beyond government needs alone)

Overall, according to non-state actors, UNFPA support is aligned with the data availability needs of the country. The NGO Manuela Ramos, for example, confirmed that UNFPA has played an important role in introducing particular topics such as the Male Health Survey (ENDES Hombres) to public debate. Moreover, census results, particularly at the department level, were very useful in pointing to gender inequality in access to school. UNFPA technical support to population projections based on the 2007 census was also in line with the needs expressed by academia.²⁹

The need for a national information system allowing for oversight of the social condition in Peru is highlighted in the “Carta Social” (Social Charter) of the Roundtable for Poverty Reduction. Toward that end, UNFPA provided capacity development support to the construction of the Regional Information System for Decision Making (Sistema de Información Regional para la Toma de Decisiones). The Regional Information System provides access to key poverty indicators at local level in a standardized way. This capacity development support was considered highly appropriate by the Roundtable.

However, several informants³⁰ noted that ethnicity was not well reflected in the census or in surveys, and, though the census featured an extra module for indigenous people, it was too general, failing to capture the specific characteristics of this group. Moreover, the chief of community was the sole respondent, problematically providing information for all in the community. In a similar vein, the Ministry of Women as well as women’s rights organizations underscored the sexist culture of the INEI and the gender biased nature of the census.³¹ For example, the census form includes a question on the head of household which is formulated in a gender biased way.³² UNFPA is advocating for the revision of this

²⁸ National Statistical Institute, Strategic National Plan for the Development of Statistics 2008 -2012 (*INEI - Plan Estratégico Nacional para el Desarrollo Estadístico 2008-2012*)

²⁹ Center for Sociological, Economical, Political and Anthropological Investigations of the *Pontificia Universidad Católica del Perú (PUCP)* and and research Centre of the *Universidad del Pacífico*.

³⁰ Civil society organizations working with indigenous communities and on afro-peruvian issues, and the Regional Government of Ucayali.

³¹ Once the 2007 census results were released, UNFPA CO and the INEI and other stakeholders, addressed further analysis of the information. One of the topics analyzed was the gender implications of the census. See <http://www.unfpa.org.pe/publicaciones/publicacionesperu/UNFPA-CIES-INEI-Analisis-Temas-Poblacionales.pdf> . In relation to ethnicity and gender, due to UNFPA advocacy before the UN System in the country, the current UNDAF includes amongst its results the strenghtening of the statistical system in order to include both issues in the UNDAF 2012-2016. By so doing, now the INEI has convened a working group to include questions related to ethnicity in next census, expected to be in 2017. Besides the INEI, Ministry of Culture, Ombusdam Office, the academia indigenous and afro-Peruvian NGOs, UNICEF and UNFPA are regular member of this group.

³² First person listed in the household: *Jefe o Jefa de hogar* (male or female head of the household). Second person listed:

question and, more generally, to ensure that the 2017 census form is developed in a more gender-neutral manner.

UNFPA plans for the period were also aligned with the needs of the availability and use of statistical data at regional and local level. The 2006 - 2011 country programme document highlights ways in which to incorporate a local perspective into data collection and paves the way for UNFPA to support initiatives by the INEI regional offices, local NGOs, and universities. The programme document also includes the provision of capacity development to researchers in local NGOs and universities, focusing on improving their understanding of and ability to use modern data collection and analysis methods. This is particularly relevant to local NGOs and universities work with regional governments.³³

While census related data is important and necessary, it does not sufficiently address national data needs. This is for two reasons. Firstly, census micro raw data is not released, making it challenging for researchers to conduct in-depth analysis. Secondly, some census questions are formulated inadequately, which, in turn, makes it particularly difficult to obtain relevant data on human rights issues and targeted policy programmes. The current efforts of the country office focus on the issue of census question formulation. Academia, civil society organizations and line ministries – key data users – acknowledge this support and find it to be relevant.

Alignment with UNFPA policies and strategies

UNFPA Peru work on census and other population-based data – as outlined in country programmes 2006 – 2011 and 2012-2016 – is aligned with the corporate strategic frameworks for the period,³⁴ which have, as their desired results/outcomes, the improvement of data availability, data utilization and the use of data to develop, monitor and strengthen policies by making them evidence-based. The main strategy for the achievement of these results is the development of national capacity.

The Annual Work Plans (AWP) for the period are in line with the priorities in the UNFPA corporate frameworks, as well. Annual Work Plan 2005 aimed to reinforce the capacity of the INEI to conduct a population and housing census, while AWP 2006 focuses on ensuring that socio-demographic data disaggregated by sex is available and used to support the process of decentralisation and for the formulation of development policies at national and local levels. The 2008 AWP centres on supporting the processing and dissemination of census data collected in 2007 as well as the preparation of the Male Health Survey (ENDES Hombres), both of which are in line with the UNFPA strategic framework. From 2009 to 2011, UNFPA provided technical assistance to population projections and household surveys, such as the Youth Survey and the Time Use Survey (the designs of which were based on the 2007 census). Incorporating a gender perspective, the Time Use Survey was used to build national accounts of the time spent on unpaid household work.

esposa/o o compañera/o (wife/husband or companion – female or male).

³³ See paragraphs 72 and 74 of the Country Programme Action Plan (CPAP) 2006-2010

³⁴ This framework includes four documents: The Multi-year funding framework 2004-2007; the Strategic Plan 2008-2011, the Mid-term Review of the Strategic Plan 2012-13 and the Strategic Plan 2014-2017.

Following the 2007 census, UNFPA supported the conduct of various thematic surveys using the census sample frame, including the continuous Health Survey (ENDES), the Male Health Survey (ENDES hombres), the National Survey on the use of Time (ENUT) (which captures gendered differences in the use of time) and the National Youth Survey (ENAJU – Encuesta Nacional de Juventud). This support was fully aligned with outcome 3 of the 2008-2011 Strategic Plan, namely “data on population dynamics, gender equality, young people, sexual and reproductive health and HIV/AIDS [is] available, analysed and used at national and sub-national levels to develop and monitor policies and programme implementation.”³⁵ As further expounded in Evaluation Question 3, these surveys have been widely used for policy and programme development and monitoring.

Moreover, the country office work on mainstreaming gender into the census, increasing the visibility of gender statistics and improving the way in which ethnicity is aligned with the United Nations Development Framework (UNDAF) for the period 2012-2016.³⁶

³⁵ UNFPA Strategic plan, 2008-2011: Accelerating progress and national ownership of the ICPD Programme of Action

³⁶ Means of verification in the UNDAF Results Framework (page 23): “*Ficha de procedimiento de cálculo del porcentaje de encuestas nacionales, censos y sistemas de información (...) que incluyen preguntas estandarizadas de auto adscripción étnica, lengua materna (...)*”

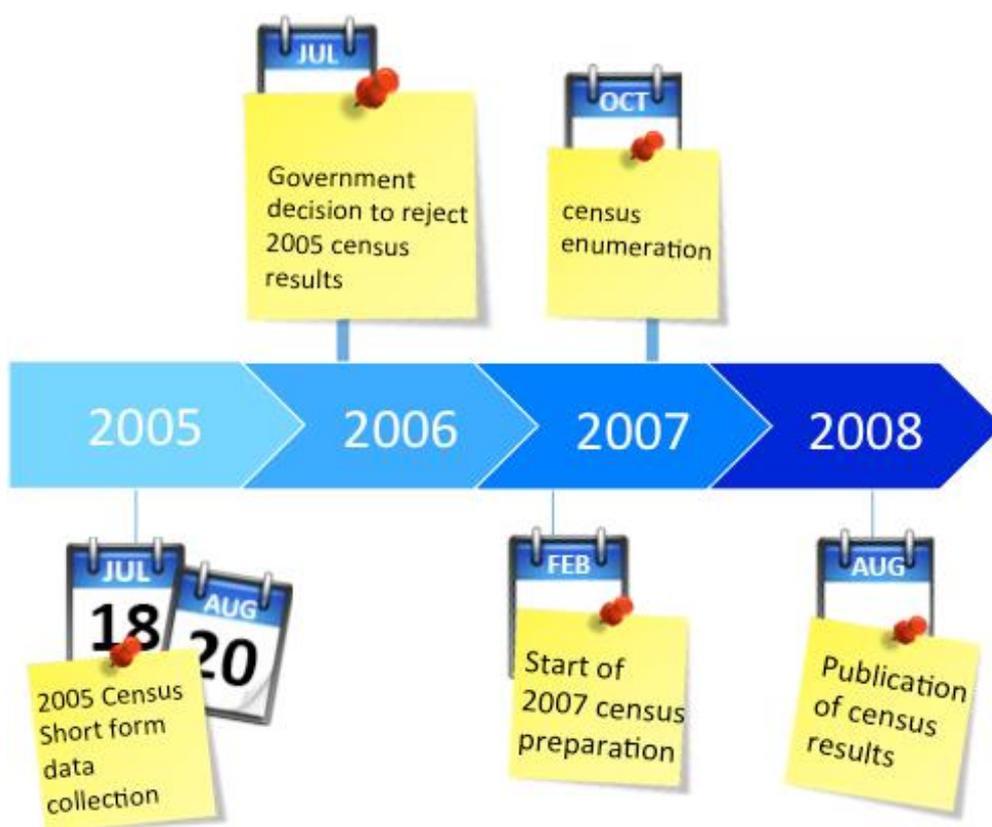
EQ2. To what extent has UNFPA support enhanced the capacity of National Statistical Offices (NSO) to enable the production and availability of quality census data? To what extent is this enhanced capacity sustainable?

Summary of Findings:

Effectiveness and Sustainability

UNFPA supported INEI Peru in its endeavour to conduct the Population and Housing Censuses in 2005 and 2007 by providing technical assistance and managing government funds, particularly given the short census preparation period. UNFPA played a key role in the 2007 census, taking a great reputational risk in doing so. The 2007 census was a success, due, in large part, to the involvement of UNFPA.

Figure 5. Timeline: Key dates of the census process



Enabling environment for census operation.

The Peru government was keen on preparing and conducting a population and housing census both in 2005 and in 2007. In order to build an enabling environment, UNFPA support focused primarily on mobilizing partners for the census and ensuring that all stakeholders were involved in the development of the census questionnaire. The active participation of UNFPA in the working groups in charge of discussing the questionnaire enhanced the transparency and credibility of the exercise.

Capacity of the NSO for the production and availability of quality census data in the 2010 census round

UNFPA support covered all phases of the census, from preparation to dissemination. Support included direct advice, provision of experts, and the management of government funds for procurement and payments. UNFPA also supported the INEI in data capture and editing, and developed a few pilot programmes for editing that the INEI later took up and now leads.

The managerial and technical staff of the INEI considered UNFPA support to the census very useful, from preparation to dissemination. For example, the technical staff reported that during the preparation of the census, UNFPA helped the INEI identify opinion leaders and later financed part of the publicity campaign. The INEI also reported that UNFPA management of funds for the 2007 census was critical, including through procurement of equipment and ensuring payment of field staff. This support was particularly useful, as the Peruvian administration faced limitations in undertaking these administrative processes in the short time period available. The INEI also highlighted the decisive support of UNFPA in organising a series of dissemination workshops at local government level, and the technical and financial support of UNFPA to the implementation of the dissemination system REDATAM.

UNFPA supported the alignment of the census methodology with international standards on census taking by providing technical assistance from international experts, in particular from CELADE, the Population Division of the United Nations Economic Commission for Latin America and the Caribbean (ECLAC). In preparation for the 2005 census, the director of CELADE visited Peru to discuss the questionnaire. Concomitantly, UNFPA pushed to include additional questions in the 2005 census questionnaire. However, the ultimate decision on the methodology rested with INEI. Though, in most cases, the INEI followed UNFPA advice and guidance, the decision to undertake the 2005 census, adopt the rolling census methodology and utilize a *de jure* approach was made by the INEI alone, despite advice from UNFPA and CELADE to carefully re-consider.³⁷

UNFPA also supported data capture by assisting in the procurement process for optical data capture, in particular in organizing tests for the bidding companies. Optical data capture was ultimately not adopted due to the short preparatory time frame available, with the INEI deciding to use traditional key-entry.

For the 2007 census, a committee was formed to review previous census variables and, ultimately, reach a consensus on the evaluation of each variable. Pilot tests were conducted to address challenges, including how questions on ethnicity were framed. UNFPA participated as member of this committee.

According to the INEI and long-term consultants on the census project, UNFPA was instrumental in bringing on board strong experts for both the 2005 and 2007 census, and critical in expediting the administrative process in the context of a very short (nine months) preparatory period.³⁸

³⁷ Reported by former UNFPA advisor.

³⁸ Actually, the original time span was 6 months, but the Census Committee decided to postpone it until October, three additional months. Postponing the census was a recommendation in the CELADE report.

Capacity to prepare the 2020 round

UNFPA support to Peru is based on a long-standing relationship and is determined through the analysis of needs in preparation of each annual programme. According to the INEI, this model has proven to be efficient. Support is planned from a long-term perspective, taking into consideration the particular needs and capacity of the INEI. The sustainability of UNFPA capacity development support has been facilitated by an external condition – namely that technical team turnover at INEI has been relatively low. In the majority of the other line ministries and agencies (except the MEF and MINEC) staff turnover has been substantial during the period evaluated.

UNFPA provided training to INEI staff, for example on CSPro, a software used for data entry and editing/imputation. As noted previously, technical assistance was also provided, including in the preparation of the census, data collection supervision, data processing, dissemination, the analysis of census results and the development of population projections.

UNFPA technical assistance strengthened and improved existing in-house capacity at INEI.³⁹ Technical assistance was primarily delivered through a transfer of knowledge: for example, final edits/imputation were designed by the INEI after training from UNFPA. Additionally, population projections for 2000-2015 were carried out with technical assistance from CELADE and supported by UNFPA.⁴⁰ The publication, prepared by the INEI, describes the methodology used in detail.

Constraints in national legislation were, to a degree, bypassed due to UNFPA involvement in procurement and the management of funds. UNFPA involvement also facilitated access to international markets for procurement (UNFPA is exempt from taxes and has access to more competitive prices). However, UNFPA support to procurement and fund management was not, by design, sustainable. The support was intended to be short term and was meant to circumvent a structural deficiency in national procurement systems rather than develop national capacity. This raises the following questions: Is it the role of UNFPA to compensate for rigid national procurement rules? Should capacity development include a reduction in bureaucracy and an increase in the efficiency of procurement procedures? Should a country be able to procure equipment and services needed for important national tasks in a timely manner? While the Peruvian political and logistical context in the 2007 census may justify such support, UNFPA corporate principles set forth in the Strategic Plan do not (for more details, see the response to Evaluation Question 6 on added value).

Models of support for enhancing the capacity of NSO

The models of support to census utilized by UNFPA were deemed appropriate and effective by the INEI, particularly: (i) policy dialogue and advocacy targeting main stakeholders; (ii) technical assistance and capacity development in areas where the

³⁹ Comments shared by INEI management and confirmed by technical assistance consultants.

⁴⁰ UNFPA Peru Annual Work Plan 2008.

capacity of INEI could be strengthened (e.g. editing) and (iii) the management of funds (including procurement procedures) which allowed for an expedient use of resources. The INEI noted that they were specifically satisfied with the role of UNFPA in managing national funds and the partnership between UNFPA and CELADE for technical assistance.

UNFPA provided important support to the INEI in optical data capture for the 2005 census, including assistance in drafting technical requests and vetting candidate companies. Unfortunately, once the decision was taken to stop the rolling census and to conduct a traditional census in 2007, there was insufficient time to prepare for optical data capture. As such, the INEI decided to enter the data manually. It remains uncertain whether an assessment of the knowledge and absorption capacity of this technology by the INEI was conducted.

The model of support of UNFPA, a combination of technical-political advice and procurement and management of funds, brought credibility to the INEI and helped the institution's reputation recover after the problems with the 2005 census. However, it is important to point out that UNFPA took on a considerable level of risk. Without performing a clear risk assessment, UNFPA undertook a vast procurement operation under extremely tight timelines and within a politically sensitive context.⁴¹ Had the census operation failed (i.e. another non-acceptance of the results), the impact on the reputation of UNFPA would have been significant. While this does not discredit the decision of UNFPA to take on the work - a direct government request - it does not justify the lack of a proper institutional risk assessment.

Support to NSO capacity in the use of new technologies

UNFPA provided important support to the INEI for the optical data capture in the 2005 census and subsequent surveys, assisting in the drafting of the technical requests and testing the companies. Unfortunately, once the decision was taken to stop the rolling census and to conduct a traditional census in 2007, time for preparation was too short and the INEI finally decided to enter the data manually. It remains uncertain whether a clear assessment of the INEI's knowledge and absorption capacity was ever conducted.

⁴¹ At the same time, the leadership of UNFPA Peru was shifting (a new country representative was coming on board) and there was a lack of a clear institutional plan.

EQ3. To what extent have UNFPA-supported interventions contributed (or are likely to contribute) to a sustained increase in the use of population and housing census and other relevant demographic and socio-economic data in the evidence-based development of plans, programmes and policies related to UNFPA mandate at national and decentralized levels?

Summary of Findings:

Effectiveness and sustainability

There has been a steady increase in the use of demographic and socio-economic data over the last 7 to 10 years in Peru, as well as an increase in the use of this data specifically for the development of evidence-based plans, programmes, policies and academic research, many of which relate to UNFPA mandate areas. While UNFPA played a role in the increased availability of census-related data, external factors did as well (e.g. results-based budgeting, an increase in Internet use and more resources for technical consultancies). Remaining challenges include insufficient exploitation of the available data, especially by local government, and the absence of census updates (between census rounds).

Enabling environment for the use of data

To contribute to an enabling environment for census data use, the country office supported capacity development and the production of socio-demographic analyses based on census data. For example, in 2013, UNFPA, together with the INEI, conducted a series of capacity development workshops targeted at academia and civil society. The workshops focused on the analysis and interpretation of statistical information for advocacy in public policy processes, and emphasized the need to move from ideological debate to discussion grounded in evidence.

Through the workshops, it was revealed that potential data users in Peru, particularly those from civil society organizations, often do not know where to find data, do not know how to use it, and/or interpret data based arguments incorrectly. In

Box 7. Production of analyses based on census 2007 data

Using 2007 census data, the UNFPA country office conducted analysis on a variety of themes including: The social situation of adolescent mothers 2007; census 2007: analysis of population issues (analysis of employment and social protection, gender, population dispersion); socio-demographic features of the Peruvian Amazonia ethnic groups; fertility and its difference by department, province and district 2007; and ethnic and socio-demographic analysis of the native communities of the Amazonia 1993 – 2007.

Box 8. Surveys conducted using the 2007 census as a sample frame

The following surveys were conducted using the 2007 census as a sample frame:

1. The Labour Force Survey (*Encuesta de Población Activa - EPE*)
2. The National Household Survey (*Encuesta Nacional de Hogares - ENAHO*)
3. The National Survey on Demography and Family Health (*ENDES - Encuesta Nacional de Demografía y Salud Familiar*)
4. The National Survey on the Time Use (*ENUT 2010 - Encuesta Nacional de Uso del Tiempo*)
5. The National Youth Survey (*ENAJUV 2011 - Encuesta Nacional de Juventud*), and the Special National Survey on Disabilities (2012).

addition to these workshops, the country office also delivered capacity development courses on the use of census data to regional and local government staff (600 people have been trained so far). Users interviewed perceived these contributions as appropriate and of good quality, but no formal evidence was collected on the results of the training courses (application of the acquired knowledge) or on the use of the aforementioned studies as data/evidence for advocacy and/or decision making purposes.

Use of demographic and socio-economic data in the evidence-based development and implementation of plans, programmes and policies at national and sub-national levels

The results of the census and the results of the six other surveys that used the census as a sample frame (see Box 8) were largely used for public debate, to draw up policies, and to monitor programmes. The following are the main examples of use of census results and related surveys (see also examples in the next section on *Use of data for sectorial policies related to UNFPA mandate* below).⁴²

Examples of use of the results of the census and related surveys:

Institution	The Ministry of Health (MINSA)
Instrument	Analysis of the Health Situation (ASIS)
Use of	Census data, ENDES, ENAHO
<p>The Ministry of Health used census data on water, sewage, electricity and literacy at district and populated centre (centro poblado) level. This data was cross-checked with health outcome information and used to explore the determinants of health status. The data on maternal language (captured by the census) is used to map indigenous population dynamics.</p> <p>The "Analysis of the Health Situation of Peru" (ASIS – <i>Análisis de la Situación de Salud</i>)⁴³ is performed at the beginning, middle and end of the government term to serve as input for the politicians, managers, researchers and institutions in health related decision-making processes, particularly in health policy and planning. The ASIS 2010 analysis makes extensive use of data from the 2007 census and subsequent surveys (ENHAO and ENDES). For example, it uses census information at district level to make an assessment of the relationship between the use of biomass fuel and respiratory tract infections. The Ministry also uses the ENDES annually to produce the basic health indicators.</p>	

⁴² Annex 6.1, contains a list of plans, programmes, analysis, surveys, projections, rules and regulations specifying where there are references to census data, data from census-related surveys and census projections in these documents.

⁴³ "Análisis de la Situación de Salud del Perú". Ministerio de Salud – Dirección General de Epidemiología. August 2010. http://www.dge.gob.pe/publicaciones/pub_asis/asis25.pdf

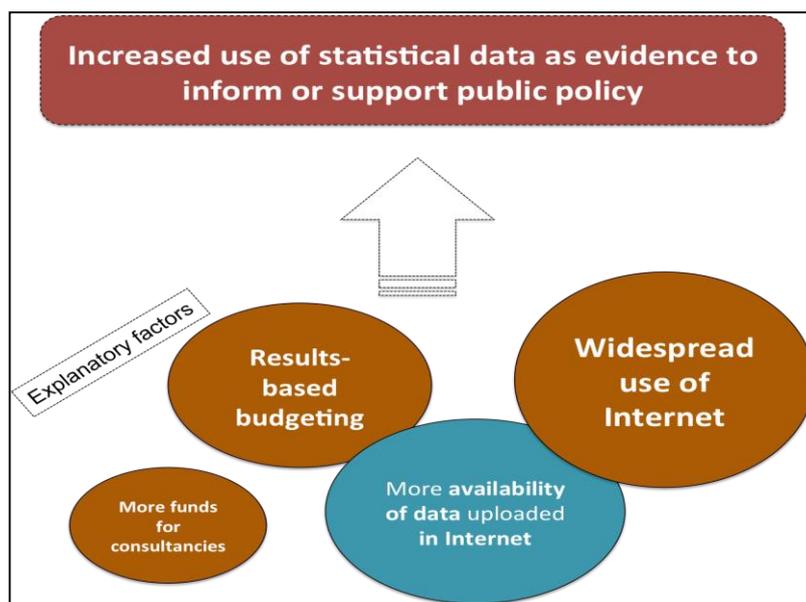
Institution	Unit of economic studies at the Ministry of Health (MINSA)
Instrument	Economic studies, health policies, health national accounts
Use of	Census, ENDES, ENAHO
<p>The economic studies unit of the MINSA updates health national accounts, requiring the use of national population data, which they obtain through the ENAHO (they work with the expansion factors based on the census). Similarly, data of the national accounts are based on the Census 2007, and for economic projections they use both the ENDES and the ENAHO. The latter is key to the health policies of the MINSA, as it measures universal health coverage.</p>	

Institutions	Ministry of Women and Vulnerable Populations and the Ministry of Economy
Instrument	Monetary poverty mapping
Use of	Census data in combination with the ENAHO and the ENDES
<p>Census data were used in combination with ENAHO and ENDES results to map monetary poverty in Peru at district and village level. The methodology involves developing a consumption model that includes explanatory variables (household and individual characteristics) available in both the census and the survey. By applying estimated coefficients to these same variables in the census data, consumption expenditures can be imputed to each census household. Poverty and inequality statistics for small areas can then be calculated based on this imputed per capita consumption for each census household. The Ministry of Women and Vulnerable Populations and the Ministry of Economy used the poverty map intensively.</p>	

Institution	Ministry of Women and Social Development
Instrument	National Survey of Use of Time (ENUT 2010)
Use of	Census sample
<p>The Ministry of Women and Social Development requested the INEI to conduct the first National Survey of Use of Time (ENUT 2010) with the aim of finding out how women and men allocate their time and what activities are performed during the lifecycle. The sample of the ENUT, 4580 households, was drawn from the census 2007. The document "Gender Gaps in the Use of Time" presents the results of the ENUT and identifies the magnitude of the gender gap, which mainly affects women and their invisible contribution to the national economy, reinforcing persistent gender inequities in the country.</p>	

Census and survey data are increasingly used for policy formulation. This, however, is representative of a broader nationwide phenomenon. According to evaluation informants and other documentary evidence collected, use of statistical data has increased (from 7-10 years ago) and more statistical evidence is used to inform or support public policy. Interviews revealed **four leading factors**:

Figure 6. Four factors for increased data use



1. The widespread use of the Internet. After 2007 Peru witnessed the widespread use of the Internet, ownership of personal computers and increased access to computing technology and equipment in Peru. While in 2005 (and prior) relatively few people in Peru had access to the Internet, it is now very common to use the Internet for search. Additionally, the Internet is often used by public authorities to improve service delivery (through the development and maintenance of web pages) and by NGOs for publicity and to keep their members informed of their work.⁴⁴

2. The Peruvian government introduced results-based budgeting for the national budget at the same time as the 2007 census. All departments (regions) and municipalities must justify budget expenditure by showing the results achieved, and this necessarily requires the use of statistics.

3. Increasing income tax revenues, a consequence of economic growth, offers the opportunity to hire more consultants (technical experts) in

Box 9. Results-based budgeting and the increasing use of census related statistics

The Ministry of Economy and Finances (MEF) established results-based budgeting in 2008, requiring that programme budgets be linked to results. In order to monitor progress, basic statistics are needed and now all ministries measure progress and define budgetary allocations using statistical data. Similarly, discussion between line ministries and the government has evolved. Initially, discussion focused on expenditure (how much budget had been spent) whereas the debate now focuses on outcome indicators (what has been achieved; what changes have occurred).

The Ministry of Development and Social Inclusion (MIDIS) embodies this new paradigm. Social inclusion is a priority for the government and the MIDIS is the institutional body tasked with implementing government policies on social inclusion. This ministry follows a strict logic of evidence-based policy-making that uses results-based budgeting, regular impact evaluations of social programs (social security, social protection) and systematic use of statistics. Moreover, the social programmes at the MIDIS use the population estimates from the 2007 census. To monitor the programmes, the MIDIS uses administrative registers and the results of the programmes are often assessed by looking at the ENDES health indicators, the ENAHO social indicators, and at poverty maps drawn with census 2007 data.

⁴⁴ See, for instance, <http://www.chirapaq.org.pe/> and <http://cedemunep.blogspot.com/>.

ministries and public institutions, allowing academics and other experts accustomed to the use of statistical data to feed into evidence-based policy recommendations.

4. More data available - uploaded to the Internet by INEI. Over the last few years, the number of surveys and studies featuring statistical data has increased as has the range of statistical data made available online by the INEI. For example, the INEI has made available for download databases featuring search engines. UNFPA support has played a concrete role in this. First, UNFPA has fostered both the analysis of census data and its processing, and has encouraged the INEI to publish the data on the Internet. Secondly, UNFPA provided technical assistance in the redesign of the INEI's homepage and has promoted specialized research through online quizzes and awards. Third, UNFPA funded INEI publications and disseminated them online, via web pages and social networks such as Facebook and Twitter. Finally, the country office provided technical and financial support for a replica of the REDATAM containing country information, enabling free online inquiries.

The drastic reduction of data inquiries from the Epidemiology Directorate at the MINSA to UNFPA over the last five years suggests the increased availability and accessibility of online data published by the INEI.

Factors one through three above are arguably difficult to reverse, suggesting that these trends will be sustained. The fourth factor - dependent more on UNFPA support - is likely to be maintained for the near future, as "increased availability of data and analysis" is an expected result in the current country programme document.

The INEI is a key institution behind the generation of national data and improvements in data accessibility and availability. However, improving the accessibility and availability of data is an on-going process and will need to continue to be refined. In interviews, several stakeholders shared that data was not easily accessible nor was the dissemination policy of the INEI clear. For example, in one instance, the population at district level was not published, despite the fact that this information is accessible on the website of the INEI.

Increased accessibility and availability also requires the user to have the capacity to engage with the data (i.e. make the most of the data improvements). Such capacity, however, is not always there. There are indications that, among public civil servants, there is a lack of expertise in accessing and using statistics. Indeed, though the argument has been made that the INEI does not always provide the data required for specific sectors, it is not wholly clear whether the challenges related to accessing data are due to the

Box 10. Examples of UNFPA approaches to strengthening data literacy and capacity in data usage

Below, three examples of UNFPA support to capacity development on data analysis and use:

1. Technical sessions – held at the Ministry of Women and Vulnerable Populations – brought together staff from the INEI and the Ministry of Women and Vulnerable Populations to develop capacity on the use of statistical data for advocacy within the Ministry as well as with other stakeholders.
2. Training workshops conducted in 2011-2012 targeting 600 civil servants at national, regional and local level.
3. Through consultancies, direct technical assistance on the development of the National Plan for the Elderly 2013-2017 (*Plan nacional de la persona adulta mayor 2013-2017*). This plan incorporates a large amount census data.

disclosure policy of the INEI or the lack of statistical literacy or gaps in institutional memory of civil servants.

UNFPA Peru is fully aware of the situation and has made data literacy and capacity for its use a key area of work (see Box 10). These efforts are being recognized. At the Roundtable on Poverty Reduction, for example, it was explicitly acknowledged that the role of UNFPA as participant in working groups has considerably enhanced the statistical literacy of the members. Similarly, the NGO Manuela Ramos stressed the added value of the UNFPA population and development adviser in strengthening analytical capacity of gender related issues. Toward that end, UNFPA brought in experience from other countries and knowledge of international standards. This support is a contribution to building an enabling environment for the use of data generated in the 2017 census.

Although the four factors enumerated above account for the majority of the increase witness in data use, national data users believed that the contribution of UNFPA was also significant.

Use of data for sectorial policies related to UNFPA mandate

Among the priority areas of UNFPA, **youth, gender equality** and **reproductive and sexual health** were present in plans and policies for which the census and survey statistics have been used.

Together with the census, the National Survey of Demography and Family Health (ENDES) is extensively used in policy formulation related to these three priority areas. The first series of ENDES were funded by the US Agency for International Development (USAID), an agency that has supported education and health statistics (continuous vital statistics) for many years in Peru. The ENDES and the census are linked technically because the census establishes the conglomerates that define the ENDES sampling (each ENDES uses the same clusters but different households). However, the links between the two go beyond the technical, as they complement one another as sectorial policy instruments: the ENDES is an instrument for policy management and the census is a verification tool in this process.

Box 11. The ENDES: A policy management instrument linked to the census

The first ENDES in Peru was conducted in 1987 and has since been updated every five years. In 2007, yearly modules were developed and are currently conducted twice a year (by semester) for the national budgeted strategic programmes (i.e. programmes related to the Millennium Development Goals (MDGs)).

Combined with the ENAHO (linked, as well, to the census), the ENDES allows the assessment of key health issues and national indicators, such as child mortality, HIV/AIDS, anemic/severe malnutrition, obesity, women of childbearing age and children under-five. As such, it provides data for UN agencies, including UNICEF specifically. Indeed, the ENDES serves as a national monitoring system, providing data to assess the implementation and impact (or lack thereof) of policy in the country.

According to UNICEF, the ENDES has also become an important tool to mobilise public opinion. For example, as the ENDES captures data on hemoglobin (hemoglobin is a variable in the ENDES), information on child anemia has been shared in the media (see, for example, <http://inversionenlainfancia.net/blog/entrada/noticia/25-08/0>). While the ENDES does not measure inequality, a limitation, the census does. Similarly, health surveys complement gaps in census data - particularly as census data becomes obsolete after three years.

Examples of ENDES use (along with the use of census and other surveys) in the development of plans and policies covering UNFPA priority areas are listed below:

Institution	Ministry of Health
Instrument	Peruvian National Plan for the Prevention of Teenage Pregnancies
Use of	ENDES, Census
<p>The Peruvian National Plan for the Prevention of Teenage Pregnancies sits at the intersection of youth and reproductive health (two priority areas for UNFPA). The Plan is an integral component of the policy of the Ministry of Health to reduce adolescent pregnancy. The Plan is grounded in and justified through data generated in the 2007 census and the 2010 ENDES, which revealed that 12.5 per cent of females from 10 to 19 years of age were pregnant or already a mother. In addition to shaping the Plan's overall vision, data from the census and ENDES was also used to develop the indicators and targets of the Plan. Statistical data was also used to justify a 2008 law on reproductive and sexual health, though only data prior to the 2007 census was utilized.⁴⁵</p>	
Institution	Ministry of Women and Vulnerable Populations
Instrument	Law on Equality of Opportunities
Use of	ENDES, Census, ENAHO, ENUT
<p>The Ministry of Women and Vulnerable Populations used census data for the preparation of the Law on Equality of Opportunities (<i>Ley de Igualdad de Oportunidades</i> N°28983 – March 2007). Subsequently, the Ministry developed an implementation plan for 2007-2012 (and, again, for the 2012-2017) using gender data provided by INEI. In particular, data from the 2005 and 2007 census was used, as was data from the ENDES and the National Time Use Survey (ENUT). To monitor progress on the law's implementation, data from the ENAHO were used in combination with data from the Ministry of Education.⁴⁶</p>	
Institutions	Ministry of Labour and Employment; Ministry of Education; SENAJU
Instrument	"Jóvenes a la obra " and "Beca 18" programmes
Use of	ENAJUV, Census
<p>The results of the ENAJUV 2011, the Peruvian National Youth Survey, which used the census 2007 as sample frame, provided the basis for two national programmes. The Ministry of Labour and Employment used the ENAJUV to launch the programme "<i>Jóvenes a la obra</i>" (Youth to Work), which aims at improving the skills of vulnerable young people (aged 18 to 29) by training them for work that is in high demand. The Ministry of Education initiated a school scholarship programme called "Beca 18" (Scholarship 18), justifying the initiative using results of the ENAJUV. The programme, which targets poor and vulnerable children, aims to increase the percentage of marginalized groups accessing higher education. The results of the ENAJUV were used in the National Strategic Youth Plan 2021, as well. The National Secretariat for the Youth (Secretaría Nacional de la Juventud or SENAJU) – the agency in charge of the National Strategic Youth Plan – noted that the participation of UNFPA in the consultations of the Plan was crucial.</p>	

⁴⁵ <http://www.manuela.org.pe/wp-content/uploads/2008/07/54082387-Por-una-ley-general-de-salud-sexual-y-salud-reproductiva-que-garantice-los-derechos-fundamentales-de-las-personas.pdf> Accessed 9.12.2014.

⁴⁶ "Ley de Igualdad de oportunidades entre mujeres y hombres" resultados del seguimiento a su aplicación y recomendaciones. Ministério da Educacion. http://www.minedu.gob.pe/DeInteres/ley_igualdad_opportunidades_hm.php

Institution	Ministry of Development and Social Inclusion (MIDIS)
Instrument	Household Targeting System (SISFOH - Sistema de Focalización de Hogares) ⁴⁷
Use of	ENDES, ENAHO, Census
In 2004, the SISFOH established a single classification system for the socio-economic conditions of Peruvians, including socioeconomic level, malnutrition status and indigenous group belonging. The majority of data originates from the ENDES, the ENAHO and the census. The SISFOH is used to allocate educational grants (National Scholarship Programmes) based, in certain cases, on poverty status (captured in the SISFOH report). ⁴⁸	
Instrument	The National Strategic Plan for Youth (PENJ) 2012-2021
Use of	Census and continuous surveys such as ENDES, ENAJUV and ENAHO
The National Strategic Plan for Youth (PENJ) 2012-2021 Towards the Bicentennial has 92 indicators across a variety of thematic areas, including health and peace culture. UNFPA actively supported the process of developing the indicators, which are monitored using data from the census and surveys such as the ENDES, the ENAJUV or the ENAHO. Census data is also used for analysis and studies on youth and children. ⁴⁹	

In a rights based programming approach, UNFPA should develop and implement its programmes in line with human rights principles and standards. Grounded in this, the evaluation interviewed three non-governmental organizations working to advance the rights of ethnic groups in Peru on their perception of data use. All agreed that **statistical data is now used more than it was 10 years ago in claiming rights**. Importantly, two of the interviewed groups currently participate in the INEI Advisory Committee, tasked, as previously mentioned, with designing the 2017 census form. The act of participating in the Committee is itself a source of empowerment, and offers the enhanced ability to ground, in statistical data, claims of socio-economic marginalisation brought by ethnic minorities.⁵⁰

Census data supported by UNFPA has not only advanced sectorial policies related to its mandate, but has also been used for **research purposes**. The country office has been directly involved in promoting research based on statistical data. According to the Research Centre of the INEI, UNFPA has funded four research projects that used the 2007 census and/or the related surveys as the main source of data (the list of academic references using data produced by INEI is available in annex 6.2). The research projects supported work to advance gender equality, focusing on gender-based violence, the measurement of non-remunerated (domestic) work and women's empowerment and social inclusion.

Improved statistical information has helped spur new research in Peru in areas where data has traditionally been scarce or produced through untrustworthy/unreliable

⁴⁷ <http://www.sisfoh.gob.pe/>

⁴⁸ http://www.pronabec.gob.pe/2015_beca18.php

⁴⁹ World Vision 2013 El Estado y la protección de la niñez y la adolescencia: Diagnóstico del sistema de protección en el Perú. <http://www.visionmundial.org.pe/publicacion/el-estado-y-la-proteccion-de-la-ninez-y-la-adolescencia> . Accessed 9.12.20014.

⁵⁰ The evaluation cannot confirm this positive perception from any objective source because, for instance, no old homepages of those NGOs at the Internet are accessible.

methods. In Lima, Peru, for example, the University of the Pacific, Universidad Peruana Cayetano Heredia, and Pontificia Universidad Católica del Perú have been involved in research using census and survey data.

However, **challenges remain** for the sustained use of census and related survey data in evidence-based development and implementation of sectorial plans, programmes and policies. The main ones are:

1. Low census data use by local governments: The majority of improvements seen in the use of data occur at national level. In fact, no regional or local statistics are used in regional or local public policies. Though national census data is available, regional and local governments often do not know how to make use of them. Regional governments do not have regional statistical units, mayors do not have local databases and there are no links between data and policy making at local level. In a context characterised by a demographic dividend and on-going decentralization processes, the regional INEI offices collect data for national surveys alone while UNFPA no longer has offices within the regions. The situation is further exacerbated by the fact that census data is not published at populated centre (centro poblado) level, limiting the use of local data. The 2011 – 2012 training courses targeting civil servants from regional and local governments – and jointly funded by the government and UNFPA⁵¹ – were an initial step to address this low data use at local level.

2. Lack of data use/manipulation: Even when data is available, national institutions often do not make full use of it. Raw data is referenced and used to a degree, but the inquiries directed at the data are still few and shallow. An in-depth analysis of the data is required for evidence-based policy making.

3. Absence of census updates between census operations: This is a challenge faced by decennial censuses in general (not just in the Peruvian context). In decennial censuses, census data is updated every ten years. In the absence of regular census updates, census data becomes obsolete approximately three years after it is generated, posing a significant challenge to its sustained use.⁵²

⁵¹ To a proportion of 10 Peru Government US\$ to each US\$ put in by UNFPA-Peru.

⁵² Technical options allowing for frequent updates in census data would be register-based censuses and rolling censuses.

Participation and inclusion of partner governments (local and national) and civil society organizations in the programming and implementation processes

UNFPA Peru has been active in supporting consultative processes in the design of the census. UNFPA participated in the Census Consultative Commission where all sectors were represented and made recommendations on the themes of migration, disability and the labour market. Regarding dissemination, UNFPA supported a number of workshops to train users at national and local level in the use of census results. However, the evaluation team did not find evidence of user consultation on the formats used for census data dissemination.

Box 12. Links between products associated with the census and national leadership

UNFPA has worked to repackage the way the census is seen – from a large scale, one-day exercise to an integral part of a broader national statistical system for decision-making. This effort aims to enhance national ownership of the census and its associated products, which include surveys (such as the flagships ENAHO and the ENDES), studies and tools (e.g. census cartography). This work has contributed to the leadership of the INEI as a governing body of the national statistical system.

In terms of the contribution of UNFPA to strengthening national ownership and leadership, various stakeholders reported that the very active involvement of the population and development officer in the UNFPA country office in various spaces has directly or indirectly contributed to fostering a participative approach in the design of the census form. The role of UNFPA from the perspective of those working in the country office is to support the soundness of the census process from a technical point of view, while ensuring civil society involvement in the process. Civil society participation has not, however, always occurred. Representatives of indigenous populations, for example, stressed their disappointment in the consultation process, underscoring that indigenous communities had not been properly consulted, nor had their opinions/voices been reflected in the formulation of questions on indigenous groups in the census enumeration form. The dissemination of the census was prepared by the INEI alone, without genuine user consultation.

EQ4. To what extent were available resources adequate, made available and used in a timely manner to support the 2010 census round? To what extent did UNFPA utilize synergies at country, regional and global levels with a view to support the implementation of the 2010 Round?

Summary of Findings:

Efficiency

UNFPA support to census and to the various thematic surveys that followed was delivered in a timely manner and met expected standards. UNFPA responded to the government's request to manage funds for the entirety of the census operation and, despite tight timeframes and a challenging political context, the census was conducted as planned. UNFPA is seen to be a highly efficient partner, though this perception is due, in part, to challenges in procuring through the national system. The country worked together with networks and partners at regional level, harnessing expertise that contributed to the successful implementation of census and related surveys.

Use of available resources

UNFPA Peru has delivered efficient support throughout the period under evaluation, which includes the census operation⁵³ and subsequent support for the development of the thematic surveys.

As the INEI lacked the administrative capacity, UNFPA responded to the government's request to manage funds for the entirety of the census operation, with significant implications. Fund administration, for example, required purchasing equipment, contracting individuals and services and hiring staff. This was done within a challenging political environment: there was substantial pressure to ensure that the results of the census were accepted, given the problems faced in the 2005 census. Moreover, UNFPA faced a very tight timeline (nine months) to prepare for and conduct a *de facto* census, an approach far more demanding – both logistically and administratively – than a *de jure* census.

Despite this intricate and challenging setting, UNFPA responded satisfactorily to the government's request: the operation was conducted as planned and census results were available in less than a year. There was consensus among the stakeholders interviewed that the large amount of funds managed by UNFPA (\$33.7 million) were executed efficiently, despite, as noted above, tight timeframes. Financial records corroborate this. Indeed, as shown in Figure 2, budget outpaced expenditure on census only slightly, underscoring strong execution rates (an aggregate of 93.4 per cent).

Several factors contributed to efficiency. Operational arrangements, for example, were appropriate. Two INEI staff worked together with UNFPA administrative staff (in the country office) to ensure that INEI rules were applied and complied with. Additionally, UNFPA was permitted to open bank accounts in all regions. This exceptional decision

⁵³ This includes preparation, conduction, dissemination and use of census data.

enabled payments to be made at the regional level and allowed smoother service provision.⁵⁴

There was also a sense among interviewees that UN involvement lowered procurement costs (due to UN safeguards against fraud) and shortened procurement timelines, contributing further to efficiency. While hard evidence to back up this claim does not exist, its widespread perception suggests its plausibility.⁵⁵

In addition to the census, UNFPA support to other activities was also thought to be both timely and to the satisfaction of partner institutions. For example, the INEI and line ministries shared that UNFPA was very responsive to specific technical requests, and demonstrated a high degree of flexibility to adapt to changes in requests for support, quick service delivery in identification, mobilization and deployment of technical assistance experts and timely payment of consultants.

The evaluation found no overlap or duplication between the support provided by UNFPA and that provided by other organizations supporting capacity development at the INEI.

The satisfaction with UNFPA support is in part due to the good performance of the country office and, in part, shaped by the context in which UNFPA operates: the country suffers from poor national procurement systems. Indeed, what takes UNFPA several weeks to procure would take months for national mechanisms, rendering requests for technical assistance unfeasible. The INEI faces spending limitations on specialized technical assistance or travel outside the country (particularly affecting mid-level managers). Moreover, the national procurement legal framework stipulates financial thresholds for open tenders that make it very difficult to bring regional and international experts within short timeframes.

The INEI, line ministries and CSOs believe UNFPA workshops, conferences and technical assistance has been of good quality. UNFPA studies and analyses using census data are also seen as to be of very good quality. However, the users of UNFPA products, especially civil society and academia, recurrently point to the absence of proactive dissemination strategies (see Box 13). Consequently, good quality products are often underused.

Box 13. Absence of proactive dissemination strategies

UNFPA uses the data from the surveys it supports - ENDES and ENAHO, for example - to produce infographics and technical sheets intended for research and advocacy efforts of civil society organizations and academia. These tools are available on the UNFPA website and hard copies are distributed in conferences and information events. However, no customised communication and dissemination strategy (targeting specific users) has been developed. As a consequence of this, good quality products are underused.

Synergies at country, regional and global levels to support the implementation of the 2010 Round

The country office reached out to and worked together with regional experts, including with the Latin American Population Association (ALAP - Asociación Latinoamericana de Población). UNFPA Peru identified and mobilized these experts, ensuring their availability

⁵⁴ This was of the essence, as UNFPA had no legal entity status to open accounts in the regions in a context where no single bank operated at the central level and in all Peruvian regions simultaneously.

⁵⁵ The UNFPA fund management fee should be subtracted from the difference in cost without UNFPA and the cost with UNFPA in order to calculate the net savings.

during and after the census operation. The INEI sees this to be a very important asset of the country office.⁵⁶

As the 2007 census wrapped up and the country prepares for the 2017 census, the UNFPA country office has also played a role in promoting dialogue among technical partners. For example, UNFPA Peru supported the development of the Interagency Group on Statistics (Grupo Interagencial de Estadísticas – GIS), a channel for policy dialogue with statistical-related donors.

The Interagency Group on Statistics has been operational since 2012, with the INEI as well as the organizations that provide institutional strengthening to the INEI attending.⁵⁷ UNFPA country office coordinated the GIS until quite recently, with the IADB now taking on the role.

No evidence has been found that would suggest that UNFPA Technical Division (HQ level) had a role in facilitating the census, either directly or indirectly (by supporting the Latin American and Caribbean Regional Office (LACRO) or the country office).

⁵⁶ The Latin America and the Caribbean Regional Office (LACRO) was established in 2009. Regional advice before 2009 came from the Country Support Teams based in UNFPA headquarters.

⁵⁷ These organizations include the Inter - American Development Bank (IADB), the World Bank, UN Agencies, GIZ, AECID and the Comunidad Andina de Naciones (CAN), among others.

EQ5. To what extent has UNFPA made use of its existing **networks** to establish **partnerships** at country, regional and global level as well as promoting opportunities for **South-South Cooperation** with a view to support the implementation of the 2010 Round in a way that ensured swift implementation of the census and optimized the use of its results?

Summary of Findings:

Efficiency and Effectiveness

There is strong evidence that the UNFPA country office worked in partnership with, inter alia, its existing networks (at national and regional level), building relationships through on-going work over time. Focus areas of work covered by this intense partnership approach include the use of census and related data (within UNFPA mandate areas). Contributions to south-south cooperation have been highly valued by the INEI. However, UNFPA has only focused on brokering experts, with the potential for UNFPA Peru to facilitate south-south cooperation not yet fully developed. UNFPA has focused on the role of the INEI as a recipient of south-south cooperation and not yet as a provider.

Use of partnerships to facilitate the implementation of the 2010 Round

The establishment of partnerships and the use of networks at country and regional levels has been a strategy throughout the period under review (2008-2013). There is strong evidence to suggest that UNFPA utilized a partnership approach, developing working relationships over time and ensuring that UNFPA support aligned with the needs of the government and complemented support provided by other relevant actors.

As mentioned above, UNFPA participated in several working groups of the Poverty Reduction Roundtable and played a role in establishing the Interagency Group on Statistics, a mechanism that aligns UNFPA with the needs of the government while avoiding overlap with other key partner organizations. The Interagency Group is an example of a partnership promoted by UNFPA that builds upon and promotes national ownership: the GIS is *owned* and led by the INEI, who utilizes it to discuss and ultimately validate its technical positions via critical engagement by the international cooperation community.

Box 14. UNFPA playing a bridging role

UNFPA has played a bridging role between the INEI and other ministries. For example, UNFPA introduced the importance of the gender perspective in statistics to the INEI while simultaneously introducing the value of statistics to the Ministry of Women and Vulnerable Populations (MIMP - Ministerio de la Mujer y Poblaciones Vulnerables).

Though the partnership transcends census operation alone, the relationship between the INEI and UNFPA is a clear illustration of a strategic partnership to support censuses and optimize the use of results. This was the case for the 2007 census and both organizations are working to ensure that the same occurs for the 2017 census.

UNFPA works to ensure respect for national ownership in the context of the relationship with the INEI, an approach that differentiates UNFPA from other INEI partners. The

majority of stakeholders interviewed saw UNFPA as a core, long-term partner of the INEI and believed the relationship to be a strong strategic partnership.⁵⁸

The country office accompanied the process of the National Survey on the Use of Time (ENUT), led by the Ministry of Women and Vulnerable Populations (MIMP)⁵⁹ and the INEI. UNFPA Peru worked with the INEI from the onset to overcome an initial resistance to incorporating a gender equality perspective. The ENUT entailed two years of joint work between the country office and the INEI, covering the full spectrum of activities: from advocacy and implementation field tests to the publication of the ENUT results in 2011).⁶⁰ The work also included support (formalised by means of AWP) to the NGO Manuela Ramos. The work around the ENUT offers another example of the approach taken by UNFPA: the development of strategic partnerships with key institutions on specific themes related to the use of statistics for evidence based decision making.

UNFPA also had a role in the development of the Inter-institutional Technical Committee on Ethnicity. While the idea originated at the INEI (the body that convenes the Committee), the operationalization of the Committee resulted from joint advocacy efforts among several UN agencies, including Economic Commission for Latin America and the Caribbean (ECLAC) and UNFPA. The members of the Committee include academia, research institutes, UNICEF, indigenous communities from the Amazonian region and Peruvians of African origin and technical staff from the INEI, the participation of whom was advocated for by UNFPA. The Inter-institutional Technical Committee on Ethnicity is an example of a partnership that supports increased interaction among actors using data on ethnicity and encourages a more in-depth analysis of the data, which has proven quite challenging due to its politically sensitive nature. It should be noted that the work of the Committee is contributing to the preparation of the 2017 census, given that it was established after the 2007 census.

The UNFPA regional office (LACRO) strategic relationship with the CELADE, the Population Division at the ECLAC, facilitates the ability of the country office and INEI to tap into the technical knowledge housed at CELADE, a centre of excellence in the region, and illustrates the use of existing networks to establish partnerships that benefit the country. At the request for assistance by the INEI or the country office - and with financial support from the country office - CELADE experts are deployed in the country to provide methodological guidance and technical assistance.

The strategic partnership with LACRO and CELADE has benefited the country office in particularly crucial moments. For example, in March 2007, a new UNFPA Representative for Peru took office. The context in which the transition occurred was highly politicized: the rejection of the results of the previous census, a date set for July 2007 for the new census operation (a mere three months after the Representative took office) and the fund management responsibility of UNFPA Peru for the entire census operation. The guidance provided by the regional census adviser at LACRO and by census experts at CELADE was crucial to ensuring that the new Representative could form sound opinions and make informed decisions in what was a technically and politically complex context.

⁵⁸ All UN Agencies, Academia, donors and lines ministries interviewed had that perception.

⁵⁹ Called Ministry of Women and Social Development at that time (*Ministerio de la Mujer y Desarrollo Social - MIMDES*).

⁶⁰ <http://www.unfpa.org.pe/publicaciones/publicacionesperu/MIMDES-INEI-Encuesta-Nacional-Uso-Tiempo.pdf>

The UNFPA country office has also made efforts to link the UNFPA regional structures (e.g. LACRO) with national institutions. For example, the country office played a role in promoting the recent signature of a Letter of Intent between the INEI and LACRO. This letter sets out a comprehensive cooperation framework that incorporates not only census support (South-South cooperation in information management for the 2017 census), but also work on the International Conference on Population and Development (ICPD) Beyond 2014 Agenda and the Post-2015 Development Agenda. The UNFPA – CELADE partnership has also supported the connection between regional bodies: since 2007, the LACRO and CELADE have worked together under a Cooperation Framework by means of a Memorandum of Understanding. The Cooperation Framework includes work plans focused on technical assistance and advice on census, analysis of census data and dissemination.

On the occasion of the VI Latin America Population Association (Asociación Latinoamericana de Población – ALAP) Congress, held in Lima, Peru in August 2014, UNFPA Peru worked to support interaction between data users, particularly civil society organizations and activists, and data producers (the INEI, in this case).⁶¹ This is illustrative of the manner in which UNFPA leverages existing partnerships and networks (soft-aid activities) to promote better use of the data from census and surveys as well as interaction between data users and providers.

South-South Cooperation to support the implementation of the 2010 census round.

Structured south-south cooperation (SSC) began after the 2007 census: SSC was not provided as such during the 2007 census, rather direct technical assistance to assess census preparation was offered. After the 2007 census, the INEI initiated SSC exchanges with other national statistical bodies/institutes through the Statistical Conference of the Americas (Conferencia Estadística de las Américas – CEA).

In this context, the UNFPA country office has made several contributions to South-South Cooperation exchanges between the INEI and the region. This support, which has been highly valued by the INEI, has primarily consisted of support in the preparation of terms of reference, technical orientation to frame the topic and the type of assistance required, and expert brokerage i.e. identification of experts, and financial support to bring the experts to Peru. The country office has also provided technical support to the revision of the sampling frames/cartography for ENDES, supporting the identification and mobilization of a sampling expert and a computer expert.

More recently, the country office played a role in identifying a census cartography expert in preparation for the 2017 census. Additionally, in September 2014, in coordination with the National Statistical Institute of Mexico (the INEGI) and Manuela Ramos, the NGO who led the process, the UNFPA country office played a role in bringing a Mexican expert in the use of time statistics to assist the INEI in the development of satellite accounts.

In the context of SSC, the INEI believes UNFPA added value lies in its ability to contact the right people. UNFPA familiarity with the relevant experts in the region is at the basis of

⁶¹ UNFPA supported the Congress by providing funds to bringing in experts and logistic support.

this and supports the regional networking approach to SSC, as demonstrated by its use of ALAP network and LACRO experts in SSC exchanges.

The Peru country office has played a brokering role to identify individual experts for SSC exchanges. However, the office has not yet identified links with other UNFPA country offices with relevant lessons learned on census. Moreover, while the country office has helped with the identification of experts to fill gaps identified by the INEI, UNFPA has not, as of yet, proactively used its networks to identify opportunities for SSC exchanges. A step forward in this direction would confer the country office a knowledge broker capacity, in line with the Strategic Plan 2014-2017.⁶²

The full potential of UNFPA, as noted above, as a facilitator of south-south cooperation has not yet been realized in Peru. This is due to two reasons: First, it has so far been only circumscribed to the INEI as a recipient and not as a provider of SSC exchanges.⁶³ Second, within the implementation of UNFPA Peru annual work plans (AWP), facilitation of SSC has focused solely on the INEI. Other stakeholders – such as academia and civil society organisations – have not been included. Equally, unexpected requests from the INEI, that is, requests for SSC not formally included in the AWP, have not been incorporated within the context of SSC facilitation.

Having said all that, and as noted previously, the Letter of Intent signed between the INEI and the LACRO explicitly includes the support of SSC for information management (with a focus on the 2017 census), paving the way for further substantial development in the SSC arena.

⁶² Paragraph 44 of the UNFPA Strategic Plan 2014-2017.

⁶³ The INEI has already conducted SSC exchanges, situating itself in the exchange as a provider of expertise e.g. in a recent internship of staff of the Bolivian National Institute of Statistics at the INEI.

EQ6. To what extent does UNFPA support to population and housing census data generation, analysis, dissemination and use, **add value** in comparison to other UN agencies and development partners at national, regional and global levels?

Summary of Findings:

Added value

UNFPA is widely seen as a key partner supporting censuses, offering a distinctive added value at national level. The comparative strengths of the organisation are associated with corporate assets, working approaches, networking strategies and social skills. Support for procurement procedures was mentioned as comparative strength, as well. However, the engagement of the country office in this area addresses weaknesses in the national system rather than increased national capacity, colliding with UNFPA corporate strategic principles.

Comparative strengths in the support to population and housing census data generation, analysis, dissemination and use

UNFPA in Peru is acknowledged rather unanimously as a legitimate technical authority in census and population and development (P&D) issues. UNFPA Peru holds a comparative advantage (among development partners) at national level in its support to the generation and use of census data.⁶⁴ The table below presents the strengths mentioned most frequently.

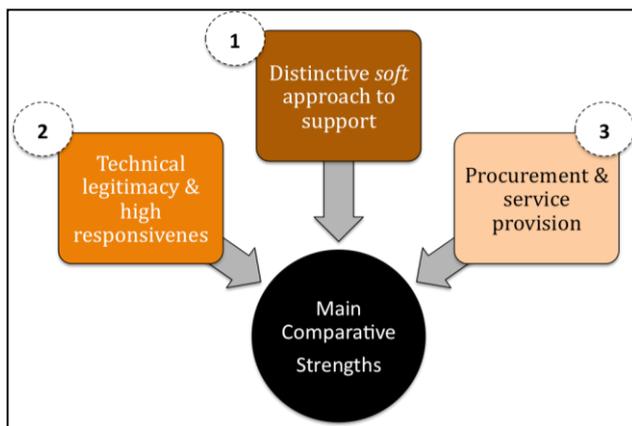
Table 4. UNFPA Peru main comparative strengths	
As seen by the CO staff	As seen by other stakeholders
To bring together census technical experts from the region and link these experts to countries.	Grounded in its technical knowledge and access to networks (including to international experts), identifying relevant experts.
To guarantee efficient technical-administrative support and assure the technical quality of the census and related surveys, including their dissemination and use.	Technical authority in census and population and development related issues.
UNFPA combines technical-political advice with procurement (seen as an advantage), supporting a more efficient procurement and guarantees of less (or no) corruption.	UNFPA procedures allows a much more rapid procurement/contracting of international experts than would otherwise be possible using national systems.
<i>This table contains statements of recurrently mentioned comparative strengths attributed to UNFPA. The left column lists those noted by the country office staff, while the right enumerates strengths as perceived by the INEI, line ministries, other UN agencies, civil society organizations, academia and donors. The cells shaded in light grey indicate comparative strengths mentioned, fully or partly, by both UNFPA staff and other stakeholders. The non-shaded cells point to strengths mentioned solely by others (i.e. UNFPA staff did not mention these).</i>	The processes and activities promoted by UNFPA are inclusive (INEI).
	UNFPA is horizontal, participative and flexible in its approach (INEI).
	UNFPA has the capacity to respond quickly and appropriately to requests made by the INEI. Ongoing / uninterrupted coordination between INEI and UNFPA.
	UNFPA support is consistent and continuous (UNFPA accompanies processes throughout).
	UNFPA is seen as a legitimate, credible and prestigious organization and is considered accessible (a partner to which you can be close).

⁶⁴ The majority of stakeholders assessed UNFPA comparative strengths in the area of population and development, including census, rather than providing an exclusive assessment of support to census.

	UNFPA is able to make complex statistical concepts understandable to a wide audience.
	UNFPA is a legitimate and credible international organization open (accessible) to, inter alia, civil society and has had a continuous presence in population and reproductive health issues.
	UNFPA publishes information in a transparent way, making data ready for use.

UNFPA main comparative strengths in Peru can be summarised in three groups, as shown in Figure 7 below:

Figure 7. UNFPA comparative strength



1. A distinctive soft approach to support

The primary comparative strength of UNFPA (as pointed out by the INEI) is the way in which UNFPA Peru works with partners in general as well as the particular professional qualities of the population and development officer and Representative(s). UNFPA employs a collaborative and inclusive approach when working with national institutions. This has been mentioned as

a distinctive trait of UNFPA by not only the INEI but also by several line ministries and other institutions that work with UNFPA but have not been direct recipients of support.

In addition, the following have also been repeatedly mentioned as the added value of UNFPA involvement: continuity of support, accessibility and the ability of its population and development adviser to present complex statistical concepts in a user-friendly manner. These features, combined with consultative methods and technical legitimacy, positions UNFPA as highly effective in promoting initiatives and introducing new ideas. Particularly with the INEI, UNFPA has been able to transform advocacy into a horizontal dialogue, *owned* by national authorities, that goes beyond technical exchange alone to include discussions on strategic aspects. Due precisely to the respectful approach of the country office, UNFPA is able to, over time, generate trust with national partners. As a result, national partners are more willing to incorporate UNFPA views and perspectives in political and institutionally strategic matters. The on-going and uninterrupted coordination between UNFPA and INEI also helps to produce this positive dialogue.

Box 15. The distinctive approach of UNFPA-Peru

UNFPA Peru delivers its support in a participatory and inclusive process, which begins with the development of work plans and culminates with the generation of public debates on relevant issues. Another feature of UNFPA is its ability to address requests beyond what is included in the AWP. This demonstrates flexibility, and is perceived as a comparative strength. Indeed, UNFPA in Peru is associated with technical legitimacy and with a way of working that is inclusive, horizontal, participative, and flexible.

2. Technical legitimacy and a high degree of responsiveness

The capacity of UNFPA to respond quickly to technical assistance demands was noted as a comparative strength by the INEI and some line ministries, differentiating UNFPA from other development partners. UNFPA is seen as having an edge when it comes to identifying and mobilising international expertise on census and population related issues, grounded in its links to networks and its partnership approach.

The majority of civil society organizations and academia view the value added by UNFPA as stemming not from its role in funding, but rather from the long-standing presence of UNFPA in the country. Additionally, UNFPA is perceived to be both a reliable technical partner and a neutral development partner, open to working with civil society and able to convene a wide range of stakeholders (from politicians to activists). Taken together, these are seen as comparative strengths of UNFPA by both civil society and academia. However, some in academia and civil society believe that UNFPA could do more to help address the weaknesses at the heart of the national statistical system and the census, including the lack of data use in decision-making at local levels, the absence of regular census updates (via sampling) and the dearth of accessible micro census data.

There are indications, however, that the country office is working on these challenges. The country office has begun preliminary talks with both the University Cayetano Heredia and the Pontificia Universidad Católica del Perú (PUCP) to design an awareness raising campaign on census and statistics. The campaign, which will be launched on World Population Day (July 2015), aims to create awareness among political candidates on the pre-census phase, given that national elections will be held 2016, shortly before the planned 2017 census. These activities suggest that UNFPA is able to apply lessons learned from the previous census, implementing planning for anticipatory political shifts in census support.

3. Procurement and Service Provision

UNFPA procurement procedures allow international experts to be contracted much more quickly than national procedures would allow, with technical assistance assignments that would otherwise be unfeasible now possible. UNFPA comparative strength in this area is, in part, due to weaknesses in the alternative, namely national procedures and administrative systems. However, UNFPA support to procurement in Peru is at odds with the overall strategic direction set forth in UNFPA Strategic Plans (particularly as it relates to national ownership and national capacity development), including as detailed in the UNFPA Strategic Plan 2014-2017. The latter explicitly states that work with implementing partners must be consistent:

Box 16. Pink countries, procurement and the added value of international agencies

Five years ago, the Ministry of Health (MINSA) had a directorate for cooperation dealing with a wide array of donors and agencies. Today, however, only occasional activities take place with development partners. The evolution of Peru to a middle-income *pink country* has changed the nature of external assistance. The ratio of development aid to the national budget is declining, with development cooperation flows becoming increasingly marginal. In this changing context, procurement is becoming a niche, for one reason: National tendering procedures make contracting international consultants quite cumbersome. Thresholds allowing quick processes are relatively low and lengthy tenders make it impossible to hire experts within the often short timeframes allowed. As a consequence, international agencies, and UN agencies in particular, are an alternative to expedite a process that would otherwise be unfeasible. This situation is not unique to UNFPA, but is instead a national challenge. The Peruvian government is currently working on changes in the procurement law and at some point in the near future this weakness of the national system will be overcome.

“with a broader emphasis on building national capacity rather than substituting for it . . . [meaning that the] organization will re-emphasize national execution as its preferred modality.”

The 2014-2017 Strategic Plan also states that UNFPA will be “less frequently [...] directly involved in service delivery, such as the procurement of commodities...while UNFPA will continue to do some service delivery, it will be paired with capacity development so that countries can assume direct responsibility for it.”⁶⁵ This shift is not UNFPA-specific but a shift with the United Nations in general.⁶⁶

In Peru, UNFPA is not contributing to strengthening the legal framework for procurement or to the improvement of the national systems. While UNFPA is not worsening these systems either, it is arguably indirectly perpetuating its deficiencies. This applies to the procurement of consultancies for the census operation as well as those outside the census.

UNFPA as a partner supporting censuses

There is consensus that UNFPA has been a key partner institution accompanying the INEI through the 2010 census round and assisting the INEI with inputs and advice to the technical and institutional guarantee of the census (at the core of the INEI mandate).

INEI personnel shared that without the support of UNFPA, demographic projections would likely not have been completed, procurement would have been significantly more challenging and far less international technical assistance would have been tapped, including highlighting international best practice. There is also nearly unanimous agreement that, had it not been for the initiative and support of UNFPA, certain surveys (e.g. the ENDES Hombres and the ENUT) would have likely not been launched.

The role and reputation of UNFPA is recognized by other UN agencies. For example, UNICEF, who also works with the INEI, acknowledges UNFPA as a key partner within the various national round tables and working groups in which the INEI participates. The UNFPA has earned this reputation, among other reasons, by generating space for debate and discussions on census and population issues, advising on questions in the ENDES, and positioning aspects related to the Millennium Development Goals (MDGs) in national debates.

As noted previously, UNFPA support has extended beyond support to census to include the use of census data for advocacy in policy debates as well as support to population-based national surveys. UNFPA, for example, is involved in the current demographic dividend debate, as are the INEI and various line ministries, who recognize the participation and relevant technical inputs of UNFPA in the debate.⁶⁷

⁶⁵ Paragraphs 53 and 16 respectively of the UNFPA Strategic Plan 2014-2017

⁶⁶ The UNDP Practice Note on Capacity Development in October 2008, which already referred to examples of countries in Latin America where a transformation process was undergoing from the traditional provision of procurement to the strengthening of the capacity of the national government procurement agencies (Page 24 of the UNDP Practice Note Capacity Development, October 2008).

⁶⁷ Presentation on the *El bono demográfico en el Perú y las pensiones*, October 2014; INEI, UNFPA. *Estimaciones y proyecciones de población 1950 – 2050*; INEI, UNFPA. *Boletín Especial No. 19 de proyecciones de población*; UNFPA, PC-JEM. *Bono Demográfico regional para el Perú*. Lima, 2012.

EQ7. To what extent has UNFPA support contributed to the mainstreaming of human rights and gender equality in the census process?

Summary of Findings:

Effectiveness

Crosscutting issues, such as gender and human rights, and other priority areas of UNFPA such as ethnicity and disability, were not significantly mainstreamed in UNFPA support to the 2007 census. Since then, however, UNFPA Peru has supported integration of gender equality, youth and reproductive rights and health in national surveys. UNFPA made an effort to integrate these priority areas in its support to the INEI by initiating new, innovative surveys directly related to crosscutting issues. UNFPA has also supported research and dissemination of census and survey data, incorporating human rights and gender equality issues. However, UNFPA has not systematically supported the work on disability.

Integration of gender equality and human rights issues in UNFPA support to the 2010 Census Round

The UNFPA country office has worked to integrate youth, reproductive health and rights and gender equality in its collaboration with the INEI. A “cross-cutting team” – which includes sectorial programme analysts and specialists – has been formed in the country office and works to ensure that youth and reproductive rights and health are considerations within population and development programming, particularly in UNFPA support to the INEI. However, the work of this team is not formally documented.

UNFPA has a solid record of supporting the INEI in the dissemination of data from census and associated surveys. Census and survey data are used in three UNFPA funded research projects on gender-based violence.⁶⁸ In addition, the website of the country office disseminates census and survey data, factsheets that capture the situation of women and youth (including adolescent pregnancies and youth data on the Ucayali and Ayacucho regions) and the National Gender Equality Plan.⁶⁹ UNFPA-Peru is also active on social media (Facebook and Twitter).

⁶⁸ Díaz Arana, Manuel (2014) *Avances y atraso de la inclusión social con enfoque de género y poblaciones vulnerables 2007-2011*; Matos Marcelo, Silvia (2014) *Un modelo multivariado para las diferencias regionales en la violencia contra las mujeres*; Ritter Beruga, Patricia (2014) *¿Más te quiero, más te pego? El efecto del Programa Juntos en el empoderamiento de la mujeres*; annex 6.2 on academic references.

⁶⁹ See www.unfpa.org.pe.

Mainstreaming human rights, rights of vulnerable groups, minorities (including ethnic minorities), the disabled and gender equality in the census process and associated surveys

There is tangible evidence that UNFPA supported the government in the analysis, dissemination and use of census and survey data in areas relevant to human rights, gender equality and vulnerable groups. For example, the country office has been instrumental in initiating, supporting and disseminating the results of the National Youth Survey (ENAJUV).

Similarly, UNFPA country office supported the National Survey on the Use of Time (ENUT), essential to making visible the non-paid work carried out by women, and the survey on the situation and attitudes of men (The Male Health Survey – ENDES Hombres) of 2000, which contributed to a better understanding of gender roles in Peruvian society. According to many informants, these surveys would not have been developed without UNFPA support; indeed, these surveys were initiated and promoted by the country office. This type of *soft aid* activity (i.e. advocating for initiatives and generating buy-in) is a prominent feature of the work of the country office.

Additionally, UNFPA funded an external expert to support the creation of a satellite account for national Gross Domestic Product (GDP) calculations. This allowed the estimation of the value created by the non-paid work of women (via data from the National Survey on the Use of Time), the central theme of one of the academic research interventions funded by UNFPA.⁷⁰

Box 17. The 2007 census and indigenous people

Enumerators in the indigenous areas for the 2007 census and the parallel survey on Amazonian indigenous populations were required to be fluent in the native language. The census form was not translated into indigenous languages, though this did not pose a significant problem as most indigenous languages in Peru do not have a standardised written structure. Enumerator fluency was often sufficient to guarantee a certain degree of data reliability, and no violation of human rights in the survey process were reported. The special survey of Amazonian indigenous populations is itself the basis for promoting human rights through provision of data upon which to design policies.

In relation to reproductive health and rights, the ENAJUV surfaced important information on adolescent pregnancies and the situation of Peruvian youth, including regional level data in Ucayali and Ayacucho. The National Survey on Demography and Family Health (ENDES), carried out annually, generates data on the reproductive health of women. That said, reproductive health (as a priority area of UNFPA) is not as directly related to census support as the other programmatic areas such as gender which is well represented in the country office support to the INEI and in their publications.

There is, however, no evidence that UNFPA supported the integration of human rights and gender equality issues in the enumeration phase of the 2007 census, including in the selection and training of enumerators. This is primarily due to the challenging context and tight timeframe in which the 2007 census was conducted. Having said this, the 2007 census followed international standards, ensuring, for example, that either a man or woman could be selected as head of household in the form. Additionally, several indicators of the household conditions relate to household work (i.e. water and sanitation

⁷⁰ Beltrán Barco, Arlette (2014) *Medición del valor agregado del hogar: nuevos enfoques para el caso peruano*; in annex 6.2 on academic references.

indicators) and, therefore, to the workload of women. The census form did not allow the registration of same-sex couples. The INEI is currently considering ways to include this in the 2017 census.

The lack of mainstreaming in the enumeration phase is also due to the nature of *de facto* censuses. *De facto* censuses are carried out in one day, requiring a very large number of enumerators to ensure coverage. For the 2007 census, over half a million enumerators were needed. The urgency to fill these spots undermined consideration for gender balance. The evaluation was not able to verify the percentage of male and female enumerators because the enumerator roll and payroll documents were destroyed in an accidental fire in the warehouse in which they were stored. However, in interviews, it was reported that the majority of enumerators were male.

Enumerator training consisted primarily of an explanation of census questions and a logistics briefing; no special training on sensitive questions took place. However, the barrier to communication between men and women in Peru is relatively low,⁷¹ which may have buffered against the potentially negative impact of gender imbalanced census teams or the lack of special training sessions on sensitive questions.

As noted previously, the work of UNFPA did not address people with disabilities. This is due, in part, to the low reliability of census data on those with disabilities: shame and fear of stigmatization often prevented families from accurately reporting information, contributing to the low reliability of data on disabled persons. Additionally, the definition of disability varies and/or is not clear to most Peruvian people. Though disability is a human rights concern, disability was not a priority area of UNFPA Peru in either of the two country programmes (2006-2011, 2012-2016) that spanned the 2010 census round.

“Interculturality” is, however, a priority area of the support of the country office.⁷² Interculturality requires the consideration of ethnicity in policy and practice, including within the census and survey data. This is an important step: the question of ethnicity is sensitive in many countries (where ethnic statistics are not captured) this is not the case of Peru. In the context of Peru, for 50 years the census did not record ethnicity, the collection of which was considered at odds with universal citizenship within a republic.

Prior to the 2007 census, the question of mother tongue (the language one first learned to speak) was asked in the census form, from which ethnic belonging could potentially be determined. However, the question of mother tongue failed to record the number and characteristics of the Afro-Peruvian population, as they are native Spanish speakers.

Today, there is increasing demand for statistical data on marginalized ethnic groups, primarily called for by indigenous groups themselves, though fuelled, concomitantly, by an awareness at the global level of rights violations against indigenous people. Nevertheless, INEI has been slow to include questions of ethnicity in the census form. Only after a push from initiatives at the regional level in 2010⁷³ did INEI add an additional question on ethnic belonging to the census form for the 2017 census.

⁷¹ This claim is supported by the demographically expected split between male and female populations and the low index of gender imbalance in Peru (see section 3.1 on Country context).

⁷² For the 2012-2016 country programme document

⁷³ ECLAC Seminar on Census and Indigenous Populations in 2010, and a seminar jointly organized by CELADE-Population Division of ECLAC, Ford Foundation and GRADE titled *Towards the National Censuses of Colombia* —

As previously shared, an Advisory Board on the census, housed in INEI, is responsible for formulating the questions for the 2017 census. Both UNFPA and indigenous organizations/associations sit on the Advisory Board. Although the questions of the 2017 census form were not finalized at the time of drafting this report,⁷⁴ it is likely that a new question on ethnic self-identification (*autoadscripción* or *autoatribución*) will be included in the census alongside the existing question on mother tongue. Different stakeholders expressed this in various evaluation interviews.⁷⁵

On the topic of interculturality, while UNFPA has worked to ensure that the INEI follows regional standards in registering ethnicity in the census form, UNFPA has not been the main agent of change. As shared, the push to include ethnic indicators in the census form has come from indigenous people (primarily within regional spaces). UNFPA has had to work in a context reluctant to use more in-depth ethnic or intercultural indicators. Although not directly related to censuses or surveys, it is worth mentioning that UNFPA has made efforts to promote interculturality through the preparation and publication of manuals and dictionaries for intercultural and multilingual healthcare (in Amazonia languages Ashaninka, Shipibo and Yine).⁷⁶

2015— and Peru —2017— from an Ethnic Perspective: *Advances and Challenges*, in Bogotá, Colombia, in January-February 2013.

⁷⁴ Situation in January-February 2015.

⁷⁵ Line ministries, civil society organizations and UN agencies.

⁷⁶ <http://www.unfpa.org.pe/publicaciones/2012-2016-Interculturalidad.htm> .

5. Considerations for the overarching global thematic level

This section presents the main input elements the Peru case study provides to the evaluation report, the document containing the overall results of the thematic evaluation. The considerations below together with evidence from other data packages will inform the evaluation report.

Consideration 1.

The success of the modality of support in Peru is strongly linked to soft-aid activities utilized by UNFPA Peru and to a comparative strength of the country office: the distinctive way of approaching institutional dialogue and capacity development.

The approach to country support and the comparative strength of UNFPA-Peru are closely linked. In fact, the effective combination of techno-political guidance with a soft-aid approach is due to the distinctive *modus operandi* of the country office: providing inclusive, horizontal, participative, and flexible support.⁷⁷ This way of working generates trust. UNFPA is also perceived to be accessible and to have a close relationship with key partners including the INEI (Instituto Nacional de Estadística e Informática). This close partnership combined with its horizontal approach and technical legitimacy results in a high degree of effectiveness when it comes to promoting initiatives and introducing new ideas and approaches.

Technical expertise on census and population issues and on-going / uninterrupted coordination mechanisms with relevant groups of stakeholders also account for the comparative strength of the country office. UNFPA, like other UN agencies in Peru, is thought to be neutral and credible. As a result UNFPA has uniquely strong convening power among stakeholders and the ability to raise sensitive social topics for dialogue.

⁷⁷ Soft-aid activities are very often linked to the work of the development and population adviser and the Representative and are activities not included in AWP, but crucial in supporting and enabling the census process and the use of data to inform decision-making at country level. Some of the typical examples are the work on policy dialogue, strategic advice, facilitation and coordination between national stakeholders.

Consideration 2.

The modality of support of UNFPA is to provide technical advice to the government on the approach to the census, with the government taking the leadership for the final decisions. However, the consequences of those decisions are potentially borne by UNFPA as well, posing particular challenges.

The way in which UNFPA works in Peru is inherently complex because it combines non-binding technical-political advice, procurement and the management of funds. UNFPA took on an expansive procurement operation under an extremely tight timeframe and in a sensitive political environment. In this context however, the ultimate decisions on the design and conduct of the census were made by the National Institute for Statistics and Computing of Peru (INEI), which is the national body mandated to make decisions on the census.

In the 2007 census, the INEI did not take the technical recommendations provided by the country office fully on board. In this instance, the outcome of the census was positive (i.e. the results were widely accepted by the population), with UNFPA support bringing increased credibility to the INEI and helping them recover after the problems faced in the 2005 census. However, if the census results had not been widely accepted, the reputational consequences for UNFPA would have been significant. This is the challenging context in which UNFPA works. As such, proper institutional risk assessments, detailing potential scenarios and their implications, while not currently in place, are essential.

Consideration 3.

A frequently mentioned comparative strength of UNFPA Peru is that its procedure for contracting international experts is much faster and less costly than national procedures. The fact that this comparative strength is, in part, due to a weakness of national systems is at odds with corporate principles as set out in UNFPA strategic plans, in particular national ownership and national capacity development.

In Peru the census operation was managed by UNFPA because the government explicitly asked UNFPA to do so, given the exceptional circumstances faced. It is, however, also the case that procurement procedures are a UNFPA comparative strength, contracting international experts and equipment much more quickly, transparently and at a lower cost (due to access to international competitive prices and a tax free status) than national procedures.

The point at stake here is that regardless of the exceptionality of the census circumstance, this comparative strength exists, in part, because of weaknesses in the national procurement system, which is at odds with UNFPA main corporate priority - as set out in the UNFPA Strategic Plans - to build national capacity. Paragraphs 16 and 53 of the current UNFPA Strategic Plan 2014-2017, for instance, explicitly call for a broader emphasis on building national capacity (rather than substituting for it) and reemphasizes that national execution (for procurement) is the preferred modality.

Consideration 4.

The work of the Peru country office illustrates how UNFPA support can contribute to the increased use of census-related statistical data in the development of plans, programmes, policies and academic research.

In Peru, census-related data is used in the development of plans and policies and in research. Although UNFPA cannot take sole credit for the increased use of census-related statistical data, the evaluation found that the contribution of UNFPA-Peru is considered significant among national data users. The Peru case illustrates the wide range of uses of census and related survey data within UNFPA programmatic areas and the role the country office can play in promoting its use during all stages of the census, from preparation to the publication of results. Actively promoting the development of surveys linked to the census, soft aid activities on the use of data to support policy debates and capacity development efforts to foster data literacy are some of the examples provided by the Case Study in Peru.

Consideration 5.

Census and related survey data in Peru are increasingly used for policy formulation, mirroring a national trend (over the past 7-10 years) of the growing use of statistical data. The explanatory factors behind this are mostly external, that is, outside the control of UNFPA interventions.

There are four factors behind the increasing use of data for policy development, three of which are external: the widespread use of the Internet, the introduction of results-based budgeting, and the increase in income tax revenues. The latter, an upshot of economic growth, allows the government to hire more consultants. The fourth factor – increased availability of statistical (census related) data uploaded to the Internet – has indeed been influenced by UNFPA support. UNFPA contributed to an increase in the number of relevant surveys undertaken, as well as their availability on the Internet.

Consideration 6.

UNFPA support in Peru is characterised by an intense partnership approach at national and regional level.

The country office works through a strong partnerships approach. Partnerships have been developed with recipients of UNFPA support and with other organizations UNFPA calls upon for delivery of technical assistance. UNFPA has developed long-term partnerships with the INEI, line ministries and civil society organizations, working with these groups consistently over time on core themes such as “time use” and gender. According to many interviewees, this partnership approach has positioned UNFPA as the key development partner of the INEI.

The partnership approach is also evident in the variety of spaces and dialogue mechanisms promoted by the country office or in which the office participates (e.g. the Inter-institutional Technical Committee on Ethnicity, several working groups of the Roundtable for Poverty Reduction, and the Interagency Group on Statistics). Additionally, the country office has tapped into its networks to bring technical expertise to support national partners. This was the case with the Latin American Population Association (ALAP) and with the UNFPA regional office (LACRO).

Consideration 7.

Supported activities and outputs are perceived to be of good quality. Publications are made available on the UNFPA website and shared at events, but there are no proactive communication and dissemination strategies targeting final users. The manner in which the publications and knowledge acquired in training sessions are used is not systematically tracked or assessed.

UNFPA studies and publications incorporating census data analysis are perceived to be of very good quality. UNFPA uses the data from the surveys it supports to produce infographics and technical sheets intended for research and advocacy use by civil society organizations and academia. These tools are made available on the UNFPA website and hard copies are distributed in conferences and information events. There is, however, no customised communication and dissemination strategy targeting users. Consequently, good quality publications/products are underused. Moreover, the country office does not assess *how* the publications produced are used, including whether they are utilized for advocacy and decision-making. A similar situation occurs with capacity development trainings: while thought to be of good quality, no assessments are made on how knowledge acquired through trainings is applied in advocacy and decision-making.

Consideration 8.

There are three challenges related to the sustained use of census and survey data in evidence-based development and implementation of plans, programmes, and policies.

First, the low degree of use of data by local governments: while census data is available, regional and local governments often do not know how to best use it. The second is the low degree of data exploitation: although data is available, the inquiries directed at it are often few and lacking depth. Raw data is referenced and used, but it is not optimized for in-depth analyses, required for evidence-based policy making. Finally, the absence of census updates between census rounds raises concerns, because census data becomes obsolete a few years after it is generated.

Given that UNFPA does not have offices in the regions and core funds for programming will further decrease,⁷⁸ the establishment of strategic alliances to ensure the use and exploitation of statistical data is called for. Alliances ought to be forged at three levels: with line ministries, regional governments and civil society organizations and academia.

Consideration 9.

Ethnicity is highly relevant in Peru. The UNFPA did not address this aspect in the 2007 census, though has since, placing increased emphasis on and effort in integrating ethnicity in its work (in line with the demands of civil society).

Diversity in ethnic origin is a characteristic feature of the Peruvian society. However, ethnicity has not been well recorded in the census or in surveys. The role of UNFPA in improving this in the 2007 census was limited. That said, a UNFPA supported module on indigenous people was developed for the 2007 census, but suffered from flaws e.g. it was too general, failing to capture the specific characteristics of this group.

Following the 2007 census, the country office has given ethnicity a more prominent focus. However, the work on ethnicity is particularly challenging, as there is reluctance by some institutions to begin using deeper ethnic or intercultural indicators. The country office has worked with the INEI to ensure regional standards for registering ethnicity in the census form are followed and has also had a role in the promotion of the Inter-institutional Technical Committee on Ethnicity. At present, ethnicity is an emerging topic for new census planning.

⁷⁸As a pink quadrant country, Peru CO is already undergoing through serious budgetary cuts in terms of its core resources.

Annexes

Annex 1 List of documents consulted

UNFPA Programmatic documents

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Annex 2 List of people consulted

Name	Position / Title and Organization
UNFPA Regional Level, Latin America and Caribbean Regional Office	
Caballero Esteban	Deputy Regional Director
Salazar Pablo	Regional Adviser on Population and Development
UNFPA Sub-Regional Office	
Ellis Carlos	Retired. Former UNFPA - Technical Advisor- Sub-regional office Kingstone
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Casapía Juan Pablo	Responsable de la Unidad de Comunicaciones
Cotera Francisco	Oficial de Administración y Finanzas
Hidalgo Gabriela	Responsable del Área de Gestión del Conocimiento
Málaga Rodrigo	Responsable de Administración y Finanzas
Marchena Pedro	Especialista en Gestión pública de salud
Mendoza Walter	Analista de Programa, Población y Desarrollo
Murguía Carmen	Analista de programa, Youth Section
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Government	
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MINEDU	
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Ministerio de Desarrollo e Inclusión Social - MIDIS	
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Ministerio de la Mujer y Poblaciones Vulnerables-MIMP	
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Marticorena María Teresa	Psicóloga - DIFF – DGFC - MIMP
Martínez Jiménez Tatiana	Especialista - DIPAM – DGFC- MIMP
Mitacc Alca Joel Percy	Especialista - OGMEPGD - MIMP
Portugal Mendoza Carlos	Director DGPD Desplazados- MIMP
Ríos Rentería Yavé	Abogado - DIPAM – DGFC- MIMP
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Torres María Del Pilar	Directora - DGPD - MIMP
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Zalazar Castro Gelga Lyda	Especialista Social - DIPAM – DGFC- MIMP
MINSA	
Montenegro Baños Segundo	Asesor – Oficina general de Planeamiento y Presupuesto - MINSA
Ortiz Onofre Edna Roxana	Especialista en Estadística – UFEES- MINSA
Palomino Nicho Nelly Milagros	Especialista en Costos y Presupuesto – MINSA
Valdez Huarcaya William	Jefe de Equipo - Dirección de Epidemiología - MINSA
Yagui Moscoso Martín	Director General – Dirección de Epidemiología - MINSA
Civil Society/Other Partners	
González Díaz Violeta	Miembro- Asociación Peruana de Demografía y Población- APDP
Lí Dina	Ex Presidenta- Miembro activo- Asociación Peruana de Demografía y Población - APDP
Meza Santa Cruz Luis	Director- Asociación Peruana de Demografía y Población - APDP
Calmet Nadia	Directora del Centro de Acción Afroperuana- CEACA
Denegri Adalia	Coordinadora del Área Técnica del Centro de Desarrollo de la Mujer Negra Peruana - CEDEMUNEP

Ramírez Cecilia	Presidenta del Centro de Desarrollo de la Mujer Negra Peruana - CEDEMUNEP
Rivera Tarcila	President of Chirapaq – CHIRAPAQ Indigenous NGO
Mori Julca Newton	Programme of advocacy, culture and policy /or politics - CHIRAPAQ Indigenous NGO
Albán Márquez Wendy	Especialista en Seguimiento Concertado- Mesa de Concertación Para la Lucha Contra la Pobreza - MCLCP
Arnillas Lafert Federico	Presidente de la Mesa de Concertación Para la Lucha Contra la Pobreza - MCLCP
Guillén Chávez Lizbeth	Coordinadora del Programa de Participación Política- Movimiento Manuela Ramos
Herrera García Elizabeth	Grupo de Trabajo del Movimiento Manuela Ramos
Yañez Ana Maria	Asociada- Movimiento Manuela Ramos
González Díaz Violeta	Miembro- Asociación Peruana de Demografía y Población- APDP
Lí Dina	Ex Presidenta- Miembro activo- Asociación Peruana de Demografía y Población - APDP
Meza Santa Cruz Luis	Director- Asociación Peruana de Demografía y Población - APDP
Universities	
Aramburú Carlos	Profesor Principal - Centro de Investigaciones Sociológicas, Económicas y Políticas- CISEPA de la Pontificia Universidad Católica del Perú PUCP
Ballón Paola	Profesora de Econometría - Centro de Investigación de la Universidad del Pacífico - CIUP - UP
Beltrán Arlette	Profesora Investigadora - Universidad del Pacífico
Beteta Obreros Edmundo	Director CISEPA – PUCP
Guadalupe Cesar	Profesor Investigador - Universidad del Pacífico
León Janina	Profesora principal - PUCP
Muñoz Paula	Profesora - Universidad del Pacífico
Pérez Leda	Profesora Investigadora - Universidad del Pacífico
Rivero Isla Juan Carlos	Gestor de Investigación – Departamento Académico de Gestión - PUCP
Seminario Bruno	Profesor de Economía - Universidad del Pacífico
Tomes Javier	Profesor – Universidad del Pacífico
Vásquez Luque Tania	Investigadora Asociada del Instituto de Estudios Peruanos

Villarán Sala Martín	Coordinador de Investigación- CISEPA- PUCP
Donors	
Deustua Gonzalo	Economista Senior - Banco Interamericano de Desarrollo (BID) Peru
Jochman Caterine	Asesora – Programa Buen Gobierno y Reforma del Estado- Cooperación Alemana - GIZ
Moncada Gilberto	Especialista Senior, Modernización del Estado - Banco Interamericano de Desarrollo (BID) Washington
Paulsen Hartmut	Director del Programa Buen Gobierno y Reforma del Estado - Cooperación Alemana -GIZ
Zambrano Omar	Economista Senior - Banco Interamericano de Desarrollo (BID) Peru
Sub-National Level	
Gutiérrez Lutgardo	Vice-presidente del Gobierno Regional de Ucayali - GRU
Castañeda Muñoz Luis	Funcionario, ex-director (2007) Oficina Regional de Ucayali - INEI
Munive Huaylinos Gissela	Funcionaria - Oficina Regional de Ucayali - INEI
Reyes Díaz Mary Helen	Directora Departamental Oficina Regional de Ucayali - INEI
Ribeiro Rider Ríos	Coordinador de Programas y Políticas Sociales - GRU

Annex 3 Atlas portfolio of interventions in Peru

Atlas Portfolio of Interventions - Support to Census (Country Level - Peru)

Year	Project ID	Project title	Activity description	Source of funding	Core vs. Non-core	Implementing agency	Budget (in USD)	Expenditure (in USD)
2014	PER0804A	Strengthened national policies	Censo poblacion y vivienda	PROGRAMMES4	Core	Inst.Ncl.Estadis.e Informatica	0.00	3,288.74
			CENSOS y ESTADISTICAS			UNFPA	6,000.00	0.00
							39,000.00	0.00
2005	PER6P101	Inei - precensus activities	Administrative support	Programmes4	Core	Unfpa	89,000.00	100,653.88
			Technical support				45,000.00	30,344.95
			Census meetings				24,000.00	24,741.77
			Administrat. Management 2005				0.00	569.19
			Census administration-unfpa				0.00	113.38
			Data processing - 2005				0.00	0.00
			Census administration-unfpa				158,000.00	157,463.00
			Administrative support	Programme funds-others	0.00		182.88	
			Field data collection	Peru	Non - Core		1,396,500.00	1,356,874.36
			Training year 2005				468,382.95	731,531.22
			Data processing - 2005				766,149.54	510,883.87
			Methodology 2005				1,207,500.00	497,907.93
			Fieldwork year 2005				778,131.90	489,231.25
			Administrat. Management 2005				477,420.30	392,982.11
			Census administrat management				332,850.00	379,664.54
Ditribution, recep. And filing	357,452.55	340,331.03						
Field work 2	255,150.00	204,918.99						

			Census geographic segment.				220,110.45	179,885.01
			Census data processing				166,178.57	156,745.98
			Technical management 2005				407,982.75	147,450.98
			Field work - 3				178,500.00	140,139.04
			Data reception				42,000.00	112,541.14
			Census technical management				55,650.00	110,130.44
			Census divulgation				89,203.01	103,029.76
			Evaluation 2005				126,000.00	90,294.01
			Census promotion 2005				52,500.00	69,620.96
			Premises habilitation				57,750.00	32,806.84
			Census consistency 2005				194,975.20	23,317.04
			Census meetings				0.00	2,472.09
			Segmentation 2005				0.00	1,005.00
			Administrative support				0.00	23.28
2006		Inei - precensus activities	Administrative support	Programmes4	Core	Unfpa	0.00	-2,862.65
			Technical support				0.00	0.00
			Census administration-unfpa	Programme funds-others			0.00	0.00
			Field data collection	Peru	Non - Core		0.00	-99.27
			Field work 2				0.00	-167.95
			Field work - 3				0.00	-230.25
			Census divulgation				0.00	-735.60
			Census data processing				0.00	-768.20
			Ditribution, recep. And filing				0.00	-847.45
			Technical management 2005				0.00	-1,859.17
			Census geographic segment.				0.00	-2,046.34
			Fieldwork year 2005				0.00	-2,635.85
			Training year 2005				0.00	-2,906.88
			Census administrat management				1.00	-23,466.79
			Administrat. Management 2005				0.00	0.00
			Census technical management				0.00	0.00
			Data processing - 2005				0.00	-6.34

			Administ & operational support				0.00	-2.34
2005	PER6P102	Census activities	Census administration	Programmes4	Core	Unfpa	6,000.00	5,116.59
			Training of census personnel	Peru	Non - Core		380,365.73	17,876.61
			Distribution & recepcion				225,000.00	145,572.86
			Data processing				442,000.00	311,680.07
			Cesus technical support				640,500.00	231,129.16
			Census segmentation				42,000.00	72,953.96
			Census promotion				736,000.00	710,532.63
			Census methodology				156,500.00	35,960.50
			Census fieldwork				7,969,721.95	8,852,503.31
			Census evaluation				126,173.53	185,914.26
			Census data consistency				105,000.00	120,281.76
			Census administration				327,105.82	830,986.52
			2006					
Distribution & recepcion	0.00	-1,187.49						
Data processing	0.00	-13,029.38						
Cesus technical support	0.00	-7,684.31						
Census promotion	0.00	-2,117.70						
Census fieldwork	1.00	-237,908.79						
Census evaluation	0.00	-7,499.54						
Census data consistency	0.00	-207.65						
Census administration	0.00	-1,254.65						
2006	PER7P101	Census - continuous surveys	Census support	Programmes4	Core	Unfpa	97,500.00	95,300.75
			Technical support				56,000.00	55,569.05
			Co administrative costs				25,700.00	28,313.81
			Census planning				0.00	-0.04
			Census data processing				0.00	20.00
			Field data collection	0.00	-4.66			
			Field data collection	Peru	Non - Core	UNFPA	2,850,370.00	2,496,527.72
			Fieldwork additional				669,100.88	722,099.93
			Census data processing				499,450.00	536,901.95

		Preliminary activities				561,448.53	516,848.28
		Census planning				504,665.30	495,482.96
		Project managemnet				513,780.00	465,673.07
		Census workload definition				400,575.00	359,631.79
		Census management				263,145.19	257,561.21
		Census methodology				266,550.00	212,308.69
		Data consistency verification				105,000.00	96,127.41
		Trining census personnel				121,937.61	92,921.77
		Census promotion				113,000.00	66,484.38
		Surveys sample definition				97,450.00	49,028.57
		Communication activities				21,000.00	20,279.10
		Studies based on census data				1,050.00	12,407.65
		Continuous surveys				0.00	6,917.18
		Fieldwork additional				0.00	4,876.16
		Studies based on census data				0.00	4,349.53
		Surveys management				0.00	2,428.50
		Surveys processing				0.00	1,290.36
		Census support				0.00	833.97
		Continuous surveys				0.00	-20.48
		Field data collection				0.00	-49.80
		Co administrative costs				0.00	-73.02
		Preliminary activities				0.00	-1,146.59
		Project audit				0.00	0.00
		Equipment for census process				0.00	0.00
		Co administrative costs				0.00	-0.50
		Project audit				0.00	0.00
		Technical support				0.00	-0.26
		Census support				0.00	-11.81
		Co administrative costs				0.00	-7.27
		Census management				0.00	-1.25
2007		Co administrative costs	PROGRAMMES4	Core	UNFPA	16,000.00	47,646.37

			Census support				151,300.00	115,520.27
			Census management				0.00	1,664.13
			Census promotion				0.00	1,268.65
			Technical support				36,000.00	36,739.75
			Surveys management				0.00	-31.79
			Census activities				0.00	-3.41
			Census - continuous surveys				16,657.15	16,464.78
			Indirect cost				876.69	823.24
			Continuous surveys				7,311.74	7,293.56
			Indirect cost				384.83	364.68
			Continuous surveys				210,743.23	114,383.07
			Surveys consistency				0.00	3,242.14
			Surveys management				0.00	46,421.12
			Surveys processing				0.00	46,673.41
			Indirect cost				10,540.00	10,535.99
			Project audit				0.00	4,093.59
			Census activities				11,149.10	20,614.15
			Census management				335,500.00	341,388.76
			Post census activities	Peru	Non - Core	UNFPA	26,100.00	45,826.22
			Preliminary activities				289,733.00	420,391.24
			Continuous surveys				103,578.67	7,774.33
			Surveys consistency				47,830.00	16,346.47
			Surveys management				61,912.00	9,277.50
			Surveys processing				49,332.00	66,955.86
			Indirect cost				46,260.00	46,467.24
			Census activities				3,556,056.53	3,135,973.58
			Census management				650,000.00	600,898.25
			Post census activities				1,244,396.61	1,529,330.44
			Preliminary activities				880,269.92	879,687.44
			Indirect cost				331,307.54	311,179.41
			Trining census personnel				0.00	-1,884.47

			Field data collection				0.00	-572.57	
			Census promotion				0.00	-525.61	
			Co administrative costs				0.00	-352.64	
			Surveys management				0.00	-325.63	
			Indirect costs for unfpa				0.00	0.00	
			Data consistency verification				0.00	-3.10	
2008							0.00	0.00	
			Preliminary activities				0.00	-926.41	
			Post census activities				0.00	-62,122.71	
2008	PER7P33A	Procesamiento informacion censos	Endes varones	UNAIDS	Non - Core	Inst.Ncl.Estadis.e Informatica	9,297.11	9,235.02	
			Indirect costs				650.80	651.06	
							0.00	0.00	
			Endes varones	PROGRAMMES4	Core	Inst.Ncl.Estadis.e Informatica	86,437.00	83,414.44	
			Personal y Administracion				UNFPA	23,696.00	21,546.30
			Impresion resultados censales				Inst.Ncl.Estadis.e Informatica	21,500.00	18,598.64
			Imputacion base de datos					11,490.00	11,475.65
			Inei eventos internacionales					9,945.00	9,938.42
			Asistencia tecnica CELADE					9,428.00	9,766.87
			Discusion resultados censales				UNFPA	3,800.00	1,656.09
			Impresion resultados censales					0.00	2,879.03
							Inst.Ncl.Estadis.e Informatica	0.00	0.00
								UNFPA	0.00
							Inst.Ncl.Estadis.e Informatica	-1,300.00	0.00
	45,652.75	48,905.28							
	8,000.00	8,130.58							
	9,946.75	9,945.18							
	15,855.00	10,558.56							
	3,754.00	3,738.03							
	0.00	79.61							
2009			Supervision in regions			UNFPA	4,450.00	4,444.85	

2010			Personal y Administracion				17,338.00	15,843.23
			Pago de Honorarios a SC				13,925.00	13,815.40
			Specialized studies				0.00	0.07
			Proyecciones de pob.				72,409.36	72,374.53
			Estudio final endes hombres				14,000.00	14,001.25
			Apoyo eventos internacionales				6,701.98	6,701.98
			Investig. Temas poblacionales				34,947.08	34,759.13
			Capacit. En regiones				27,726.66	25,707.83
			Apoyo EUT				180,614.31	176,499.66
			Investig. Temas poblacionales				2,700.00	2,700.00
			Personal y Administracion				14,910.95	14,912.51
			Pago de Honorarios a SC				1,585.76	1,585.76
			Male DHS				0.00	0.18
			Capacit. En regiones				0.00	0.81
2011			Abogacia y difus. Proy. Pobl.				3,024.16	3,024.16
			Fortal.capacidades regionales				52,203.41	52,539.77
			Abogacia y dif. De investigac.				15,261.29	15,275.70
			Marco muestral encuestas				22,520.65	22,520.65
			Sistema estadis. Intl.				11,007.93	10,299.33
			Impl. Desarrollo tecnologico				17,483.65	17,483.65
			Monitoreo & evaluacion				131.07	131.07
			Abogacia y difus. Proy. Pobl.				27,097.26	27,081.29
			Personal y Administracion				14,212.17	14,156.85
			Pago de Honorarios a SC				33.26	34.26
			Proyecciones de pob.				0.00	-2,358.42
2007	PER7P35A	Inei support project	National census - cpv	Peru	Non - core	UNFPA	0.00	4,917.22
2008				PROGRAMMES4	Core		922,885.80	932,485.23
							1,520.00	1,519.96
Total								33,752,402.28

Annex 4 Stakeholder map

Type Name of Stakeholder	Characteristics	Interests	Role	Expectations
Stakeholders involved in the implementation of census and its relevant components				
UN Agencies				
UNFPA	Main Programme Agency	Support countries in their effort to conduct population and housing censuses according to international recommendations. Support countries in using census results to draw evidence-based policies for effective national development planning, including sexual reproductive health and gender equality	Define strategy Organise implementation	In all countries, census results are timely and reliable. Census results are used to draw policies for effective national development planning, including sexual reproductive health and gender equality.
Donors				
World Bank	The World Bank is managing the Statistics for Results Catalytic Fund (SRF – CF) as well as the capacity indicators for statistical offices. Peru was rated in the upper class (90 – 100) in 2007	World Bank is highly supportive of the development of statistical offices for evidence based decision-making and policymaking.	No obvious implication from documentary review	
European Union	The EU through its Delegation is one of the key donors in the country	The EU has a large area of intervention with specific activities listed in its strategies related to the core topic of the evaluation. The EU should have interest in sound statistics from the census and use them for policy-making and planning	Donor (not specifically for the census) and data user	Make better programmes and strategies with sound data.
Paris 21	The vision of PARIS21 is to reduce poverty and improve governance in developing countries by promoting the integration of statistics and reliable data in the decision-making process.	Improved data quality provides better base for development	Assist countries to develop their national statistical systems and coordinate efforts between data users, producers, policy-makers and providers of development co-operation	Better coordination between data producers, data users and policy makers
Regional level				
Donors				
Interamerican Development Bank	The IDB seeks to eliminate poverty and inequality, and promotes sustainable economic growth.	The areas prioritized in the 2012 – 2016 strategy are: (i) social inclusion; (ii) rural development and agriculture; (iii) housing and urban development; (iv) climate change and disaster risk management; (v) water,	No obvious role in the census – could be a data user.	N/A

Type Name of Stakeholder	Characteristics	Interests	Role	Expectations
		sanitation, water resources, and solid waste; (vi) energy; (vii) transportation; (viii) public management; and (ix) competitiveness and innovation. They must rely heavily on census data for their planning and strategy design.		
Regional Statistical bodies				
Comunidad Andina	Regional cooperation organisation. HQ in Lima	Receive quality data from member states for planning and policy strategies design	Produces territorial statistical nomenclatures for the region. Has an Andean Statistical Committee (has not met since 2011 but was active during the census in Peru)	Produces regional statistics – needs clear demographic, social and economic reference points.
Regional UN agencies				
CEPAL CELADE	Regional Economic Commission for Latin America and the Caribbean, population division. Regional statistical and population UN agency. Has been historically supported by UNFPA during its institutionalisation into the CEPAL.	High quality regional data on population dynamics. Receive updated data on population dynamics, vital statistics, migration, health, etc. from the CEPAL member states.	Coordinator of the project on “cuentas nacionales de transferencia” → annual work plan 2011	Census results are timely comparable and reliable. Census is conducted according to the UN recommendations of UNSD Data is of high quality
Regional NGOs				
Country level				
Country UN agencies				
UNFPA CO	Implementing agency	Successful implementation of the programme Contribute to UNFPA goals	Assess countries needs Prepare support programme Implement programme	Census results are timely and reliable. Census results are used to draw policies for effective national development planning, including sexual reproductive health and gender equality.
ONUSIDA	UNAIDS	High quality data on HIV / AIDS in Peru	Contributed to the census	High quality data on HIV / AIDS in Peru
UNICEF	UN agency for youth – data user – policy maker	Produces a study on the situation of the indigenous youth jointly with INEI based on the 2007 census	Data user	Improved efficiency and relevance of its programmes Better programming
UNDP	United Nation Development Programme - data user – policy maker	Produced a publication on human development heavily using the census results	Data user	Improved efficiency and relevance of its programmes Better programming
Government bodies				

Type Name of Stakeholder	Characteristics	Interests	Role	Expectations
Consultative Commission of the National Census	Central census commission	The census is conducted in line with the law and its objectives	Supervisory body	N/A
INEI (Instituto Nacional de Estadística e Informática)	National Statistical Office Responsible for conducting Population and Housing Census	Successfully conducting the Peru population and housing census.	Prepare and conduct the census and disseminate its results. Facilitate analysis of census results	Obtain sufficient resources Reinforce professional independence and legitimacy
Ministerio de Desarrollo e Inclusión Social MIDIS	El Ministerio de Desarrollo e Inclusión Social fue creado por la Ley N° 29792 el 20 de Octubre de 2011. La juramentación de su primera Ministra se llevó a cabo en la ciudad del Cusco el 21 de Octubre del mismo año.	The MIDIS social programmes are based on population estimates from census 2007. Administrative registers are used for monitoring the programs and results assessed by often looking at the ENDES health indicators, at the ENAHO social indicators, or at the poverty maps done with census 2007 data (INEI-UNFPA 2009).	Data user	Benefit from good data for its result based budgeting and policy making
Ministerio de la Mujer y Poblaciones Vulnerables	Ministry responsible for the inclusion of women and various vulnerable groups like minorities, displaced persons, migrants, etc	The MIMP has led a process to develop a survey with INEI on the use of time adopting a gender approach	Data user	More gender disaggregated become available
Ministerio de Salud - MINSA	Ministry in charge of health care	The Ministry of health is heavily relying on census and survey data for its planning and policies	Data user	
Ministerio de Educación	Ministry in charge of Education	Although having been interview, little reference is made regarding use of census data		
Academic				
CISEPA (Centro de Investigaciones Sociales, Económicas, Políticas y Antropológicas)	CISEPA (Centro de Investigaciones Sociales, Económicas, Políticas y Antropológicas)	Interdisciplinary research centre of Pontificia Universidad Católica del Perú.	Promote interdisciplinary applied research that contributes to the design and evaluation of public policies to respond to the major economic, political and social problems.	Promote the creation of research groups, workshops, seminars and other activities. Improve communication of the contributions of current social science research outside the university.
Universidad del Pacífico, Centro de Investigación				
NGOs				
Centro de culturas indígenas CHIRAPAQ	Asociación indígena conformada por andinos y amazónicos que trabajan por la afirmación de la identidad cultural de los pueblos indígenas.	Desarrollan propuestas en el marco del movimiento indígena nacional e internacional, para lograr el reconocimiento y el ejercicio pleno de sus derechos.	Desarrollan programas dirigidos a la niñez y juventud, a la mujer indígena y sobre comunicación indígena.	Investigan sobre la recuperación de las identidad cultural y sobre el desarrollo de políticas educativas inclusivas e interculturales.
Plataforma de Mujeres Afroperuanas	Compuesta por más de 15 organizaciones femeninas afroperuanas.	Pretende identificar y evidenciar las demandas y necesidades específicas de las mujeres afrodescendientes del país, abordando aspectos prioritarios de atención: educación, cultura, salud,	Exigen que el Estado garantice la asignación de presupuesto para el diseño e implementación de políticas públicas orientadas a mujeres afrodescendientes. (En	Que el Estado cumpla en el corto plazo, con asignar presupuesto al Instituto Nacional de Estadística e Informática para el diseño e implementación de censos e

Type Name of Stakeholder	Characteristics	Interests	Role	Expectations
		empleo, participación política, ciudadanía, derechos sexuales y derechos reproductivos, calidad de vida, racismo y violencia, entre otros temas.	aspectos de educación, salud, planificación familiar, mortalidad materna y embarazos adolescentes, entre otros).	indicadores sobre población afroperuana, incorporando la variable étnica y generando un proceso articulado con las organizaciones de la sociedad civil.
Civil society / Associations				
Alternativa	Association active in Human development. Has received training on the REDATAM information system of the CEPAL for the production of cartographic information based on census results. (REDATAM is the Database System used by the statistical office).	Receive quality information on education, social conditions and gender from the census	Data user	Develop better trainings and perform better planning based on census results
Mesa de Concertación para la Lucha contra la Pobreza (MCLCP)				
Asociación Peruana de Demografía y Población (APDP)				

Annex 5 The Evaluation Matrix

EQ1. To what extent was UNFPA support aligned with partner government priorities and to national, regional and global needs on availability of data on the one hand, and UNFPA policies and strategies on the other?			
			Relevance
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
A1.1 UNFPA support is aligned with partner government priorities on availability of statistical data	<p>IND 1.1.1 Evidence that UNFPA conducted (or not) an accurate identification of needs (needs assessment) concerning data on population dynamics, age and gender structure and human rights and equality issues.</p> <p>IND 1.1.2 Evidence that UNFPA support corresponds to/matches (or not) the needs for availability of data as perceived by government officials (central and local government level)</p> <p>IND 1.1.3 Evidence that UNFPA support corresponds/matches the needs for availability of data as set forth in national strategic planning documents such as the National Strategy for the Development of Statistics (NSDS).</p>	<ul style="list-style-type: none"> National strategic planning documents (National development plans, Line Ministries' plans) National Strategies for the Development of Statistics Sector statistics plans at national level (for agriculture, education, health, etc.) Census law and Census project document Other relevant reports such as the Human Development Report, MDGs Progress Reports UNFPA strategic and policy frameworks UNFPA Country Programme Documents (CPD) UNFPA Country Programme Action Plans (CPAP) Annual Work Plans (AWP) Staff of National Statistical Offices Staff of line ministries Staff at Presidential Offices Local government staff UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> Study of documentation Semi-structured interviews Group discussions Focus groups Online surveys
A1.2 UNFPA support is aligned with national, regional and global needs on availability of statistical data (besides and beyond government needs)	<p>IND 1.2.1 Evidence that UNFPA support corresponds to the needs on availability of data as perceived by non-government actors (e.g. NGOs, academia, private sector).</p> <p>IND 1.2.2 Evidence that UNFPA support corresponds to the needs on availability of statistical data as stated in non-government related documents.</p> <p>IND 1.2.3 Evidence that UNFPA support corresponds to the needs on availability of statistical data at regional and global level.</p>	<ul style="list-style-type: none"> UNFPA strategic and policy frameworks UNFPA Country Programme Documents (CPD) UNFPA Country Programme Action Plans (CPAP) Census project document Social networks, blogs, forums (Internet) UN Agencies (at national, regional and global level) UNFPA country, regional and headquarter offices Regional associations Civil society organizations Private sector Local communities Media (national and local) Donors (at national, regional and global level) Academia and research institutions 	<ul style="list-style-type: none"> Study of documentation Semi-structured interviews Group discussions Focus groups Cybermetric data collection Country case studies
A1.3 UNFPA support is aligned with UNFPA policies and strategies	<p>IND 1.3.1 Share of programme countries analysed where UNFPA support is in keeping with the programmatic stipulations and principles set forth in UNFPA policies and strategies (UNFPA Strategic Plans for the period, CPD and CPAP).</p>	<ul style="list-style-type: none"> UNFPA Country Programme Documents (CPD) UNFPA Country Programme Action Plans (CPAP) UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> Study of documentation Semi-structured interviews; Group discussions

EQ2. To what extent has UNFPA support enhanced the capacity of National Statistical Offices (NSO) to enable the production and availability of quality census data? To what extent is this enhanced capacity sustainable?			Effectiveness & Sustainability
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
<p>A2.1 The UNFPA support effectively contributed to generate an enabling environment for the conduction of the census operation.</p> <p><i>(Note: enabling environment for the census refers to the determining factors that enable a census to be implemented smoothly and in a way that it is credible and produces good quality data e.g. to help positioning the census in the political agenda, to mobilize resources to fund the census operation, to put in place rules and regulations according to international standards, etc.)</i></p>	<p>IND 2.1.1 Evidence that the support provided by UNFPA to contribute to generating an enabling environment for the census was appropriate and of good quality.</p> <p>IND 2.1.2 Evidence of cases in which UNFPA support to an enabling environment for the conduction of the census was successful (or unsuccessful) differentiating between cases where UNFPA advice and guidance was followed (or not followed) resulting (or not) in contributions to the enabling environment (including an assessment of the consequences and the possible reasons why).</p> <p><i>(Note: successful contributions to the enabling environment are associated to having had a positive influence in making the census process more open, transparent and /or in having increased awareness or having convinced key stakeholders at political level)</i></p>	<ul style="list-style-type: none"> • International standards for censuses (UNSD) • Media sources (newspapers, Staff of National Statistical Offices) • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agencies • Donors and international organizations working with the NSO or using their data and services 	<ul style="list-style-type: none"> • Study of documentation (specially media records) • Semi-structured interviews • Group discussions • Focus groups • Online surveys
<p>A2.2 UNFPA effectively supported the capacity of the NSO for the production and availability of quality census data in the 2010 census round.</p>	<p>IND 2.2.1 Evidence that UNFPA supported the alignment of the census methodology with international standards on census taking, including in terms of topics to cover.</p> <p>IND 2.2.2 Quality and appropriateness of UNFPA advice and technical support (from census production to dissemination) provided to NSO.</p> <p>IND 2.2.3 Cases in which the National Statistical Authorities followed (or not) UNFPA advice and technical support guidance and the consequences of doing (or not doing) so, as well as the reasons why.</p> <p>IND 2.2.4 The managerial and technical staff of the NSO considers that UNFPA support was useful and provides evidences of how effective it was in assisting the census from production to availability of data.</p>	<ul style="list-style-type: none"> • Annual Work Plans (AWP) • CPAP and CPD • International standards for censuses (UNSD) • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agencies • Donors and international organizations working with the NSO or using their data and services 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys
<p>A2.3 The increases in capacity generated through UNFPA support were sustainable (they endured beyond the supported intervention) and NSO staff has the capacity to prepare the 2020 round.</p>	<p>IND 2.3.1 Evidence of staff who benefited from UNFPA support (training, advice, technical assistance) having left the institution between the time of the support and the time of the evaluation (staff turnover/ retention rates).</p> <p>IND 2.3.2 Evidence of cases in which technical assistance consisted in a consultant doing the job, and cases where the consultant assisted national staff to do it themselves in a learning-by-doing manner resulting</p>	<ul style="list-style-type: none"> • List of field staff • Census operation reports • Data collection procedures • Communication plan and material • Data processing procedures • Staff of National Statistical Offices • Staff of line ministries 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys

	<p>in capacity being built i.e. resulting in an effective transfer of skills to NSO staff.</p> <p>IND 2.3.3 Evidence of (or lack of it) current NSO staff having and using the knowledge and skills transferred in other statistical operations/exercises and/or in the planning and preparation of the next census round.</p> <p>IND 2.3.4 Evidence that operational/administrative manuals embedding the knowledge transferred were (or not) produced (including lessons learnt from the census) as well as evidence on whether they are being used/applied.</p> <p>IND 2.3.5 Evidence that NSO staff who benefited from UNFPA support (training sessions, advice, technical assistance) have retained the key concepts and/or have used/applied the transferred knowledge to other surveys beyond the census.</p>	<ul style="list-style-type: none"> • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • Media • UNFPA national, regional and central level staff 	
<p>A2.4 UNFPA provided models of support that fitted the variety of country contexts effectively in terms of enhancing the capacity of NSO.</p> <p><i>(Note: Model of support is defined by the combination of typology of interventions i.e. policy dialogue, advocacy, technical assistance, capacity development, financial support, south-south cooperation etc. as well as the delivery mechanisms e.g. embedded CTA, short-term consultants, administration of census funds, etc.)</i></p>	<p>IND 2.4.1 Evidence of cases in which the model of support is considered adequate by relevant stakeholders (NSO and users of statistical data), as well as evidence of cases where the model of support was considered inadequate / ineffective and the reasons why.</p>	<ul style="list-style-type: none"> • Annual Work Plans (AWP) • CPAP and CPD • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agency • Donors and international organizations working with the NSO or using their data and services 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys
<p>A2.5 UNFPA supported the NSO capacity in the use of new technologies in both a sustainable manner and in a way that improved the quality of the census, and took account of the country's absorption capacity to make use of such technologies.</p> <p><i>(Note: new technologies include, for example, geographic information systems, handheld devices for data collection, scanning technologies, etc.)</i></p>	<p>IND 2.5.1 Evidence that UNFPA duly assessed the counterpart's knowledge, absorption capacity and perception of new technologies, by means a capacity/needs assessment for example.</p> <p>IND 2.5.2 Evidence that UNFPA supported/advocated for an appropriate use of new technologies in the census (if advice was not adopted by NSO, assessment of reasons why and implications).</p> <p>IND 2.5.3 Evidence that the new technologies supported by UNFPA are still in use at the NSO for statistical operations (sustainability).</p>	<ul style="list-style-type: none"> • Census project documents • Census reports (implementation reports) • Media statements / news • Minutes of coordination meetings • Staff of National Statistical Offices • Staff of line ministries • Local government staff • Civil society organizations and academia (when they receive direct support) • UN agencies • Donors • UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Focus groups • Online surveys • Study of documentation

EQ3. To what extent have UNFPA-supported interventions contributed (or are likely to contribute) to a sustained increase in the use of population and housing census and other relevant demographic and socio-economic data in the evidence-based development of plans, programmes and policies related to UNFPA mandate at national and decentralized levels?			Effectiveness and sustainability
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
<p>A3.1 The UNFPA support effectively contributed to generate an enabling environment for the use of data.</p> <p><i>(Note: enabling environment for the use of data refers to the determining factors that enable census and other relevant data to be used for the evidence-based development of plans, programmes and policies e.g. raising awareness, convincing actors to do so, positioning the use of data for evidence-based decision-making in the political agenda, etc.)</i></p>	<p>IND 3.1.1 Evidence that the support provided by UNFPA to contribute to generating an enabling environment for the use of census and other relevant data was appropriate and of good quality.</p> <p>IND 3.1.2 Evidence of cases in which UNFPA support to an enabling environment for the use of data was successful (or unsuccessful) differentiating between cases where UNFPA advice and guidance was followed (or not followed) resulting (or not) in contributions to the enabling environment (including an assessment of the consequences and the possible reasons why).</p>	<ul style="list-style-type: none"> International standards for censuses (UNSD) Media sources (newspapers, Staff of National Statistical Offices Staff of line ministries Staff at Presidential Offices Local government staff Civil society organizations Local communities UNFPA national, regional and central level staff National planning agencies Donors and international organizations working with the NSO or using their data and services 	<ul style="list-style-type: none"> Study of documentation (specially media records) Semi-structured interviews Group discussions Focus groups Online surveys
<p>A3.2 There has been a steady use or a sustained increase in the use of demographic and socio-economic data in evidence-based development and implementation of plans, programmes and policies at national and sub-national levels and UNFPA support has contributed to this.</p>	<p>IND 3.2.1 Evidence of analytical studies and policy-oriented analysis made on census data and related surveys (DHS, NHS)</p> <p>IND 3.2.2 Evidence of laws, plans and programmes developed and monitored on the basis of census data and/or such analytical studies and policy-oriented analysis.</p> <p>IND 3.2.3 Evidence that UNFPA support was effective (or ineffective) in fostering the use of census and related survey data for production of such studies and analysis.</p>	<ul style="list-style-type: none"> National and sub-national development plans, programmes and policies Sectoral plans at national and sub-national level (related to SRH, youth and gender) MDG multi-annual plans Media (newspapers, TV) Staff of National Statistical Offices Staff of line ministries Staff at Presidential Offices Local government staff Civil society organizations Academia and research institutions Local communities Private sector Donors UN Agencies UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> Study of documentation Semi-structured interviews Group discussions Focus groups Online surveys Cybermetric data collection
<p>A3.3 UNFPA supported census data is increasingly being used for sectoral policies related to UNFPA mandate (sexual and reproductive health and rights, youth, gender equality, population dynamics).</p>	<p>IND 3.3.1 Evidence that specific policies targeting youth, gender equality were elaborated based on census data and/or on studies/analysis promoted or supported by UNFPA, and/or as a result, at least partially, of soft aid activities carried out by UNFPA.</p> <p>IND 3.3.2 Evidence that UNFPA has provided support to strengthen the capacity of national stakeholders (other than the NSO e.g. line ministries, local authorities, civil society organizations) to conduct data analysis in order to</p>	<ul style="list-style-type: none"> <i>Same as above</i> National and sub-national budgets 	

	<p>inform decision-making.</p> <p>IND 3.3.3 Evidence that UNFPA support has contributed to enhance the capacity of national stakeholders (other than the NSO e.g. line ministries, local authorities, civil society organizations) to conduct data analysis in order to inform decision-making.</p>		
<p>A3.4 UNFPA has strengthened national ownership and leadership by means of fostering the participation and inclusion of partner governments (local and national) and civil society organizations in the programming and implementation processes</p>	<p>IND 3.4.1 Evidence that UNFPA has actively sought a participatory approach programming and implementing its support, integrating partner governments at national and sub-national levels, civil society organizations and other relevant actors (academia, private sector).</p> <p>IND 3.4.2 Evidence that UNFPA encouraged and supported consultative processes (in line with government plans) and participation of data users in the design of the census and in the dissemination and utilization phases.</p>	<ul style="list-style-type: none"> • <i>Same as above</i> 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Online surveys • Cybermetric data collection

EQ4. To what extent were available resources adequate, made available and used in a timely manner to support the 2010 census round? To what extent did UNFPA utilize synergies at country, regional and global levels with a view to support the implementation of the 2010 Round?			Efficiency
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
<p>A4.1 UNFPA support was delivered in a timely manner and to the expected degree and standards (counterparts of UNFPA support received the resources that were planned, to the level foreseen and in a timely manner) so that available resources were used to a satisfactory extent.</p> <p><i>(Note: the term “resources” includes funds, expertise, staff time, advice, administrative costs, etc.)</i></p>	<p>IND 4.1.1 Evidence that the resources were (or not) appropriate and adequate to meet the planned objectives.</p> <p>IND 4.1.2 Evidence of the planned resources being received (or not) to the foreseen level in AWP (in terms of timing and quantity)</p> <p>IND 4.1.3 Evidence of resources having been fully utilised.</p> <p>IND 4.1.4 Evidence of resources having not been fully utilised due to administrative deficiencies at UNFPA level and/or due to absorption capacity issues at the national counterparts institutions.</p>	<ul style="list-style-type: none"> • Annual reports from partner Ministries, and implementing partners, audit reports and monitoring reports • Financial documents at the UNFPA (from projects’ documentation) • Staff of National Statistical Offices • Staff of line ministries • Local government staff • Civil society organizations and academia (when they receive direct support) • UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Online surveys
<p>A4.2 UNFPA has sought, promoted and utilized synergies at country, regional and global levels with a view to support the implementation of the 2010 Round in a more efficient manner.</p>	<p>IND 4.2.1 Evidence of UNFPA having supported / promoted the use of existing donor coordination mechanisms (or their establishment when necessary) and interaction amongst technical partners in the context of the census (at country, regional and global level)</p> <p>IND 4.2.2 Evidence of cost saving gains due to UNFPA promotion of synergies.</p> <p>IND 4.2.3 Evidence of UNFPA having (effectively) helped in the pooling of resources for the census.</p> <p>IND 4.2.4 Evidence that the work of the UNFPA Technical Division and Regional Offices facilitated the Country Offices’ support to the implementation of the 2010 census round.</p>	<ul style="list-style-type: none"> • UN agency reports • Donor reports • Government reports on census implementation • Minutes of coordination or technical meetings/forums • UNFPA national, regional and central level staff • Staff of National Statistical Offices • Donors • Staff of line ministries • Local government staff • UN agencies 	<ul style="list-style-type: none"> • Study of documentation • Semi-structured interviews • Group discussions • Online surveys

EQ5. To what extent has UNFPA made use of its existing networks to establish partnerships at country, regional and global level as well as promoting opportunities for South-South Cooperation with a view to support the implementation of the 2010 Round in a way that ensured an swift implementation of the census and optimized the use of its results?			Efficiency & effectiveness
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
<p>A5.1 UNFPA established partnerships that contributed to the implementation of the 2010 Round in a way that optimized the use of resources (inputs) as well as the use of statistical data (results), while safeguarding and promoting national ownership.</p> <p><i>(Note: the term “partnerships” includes partnerships at country (national and sub-national levels), regional and global levels e.g. with partner governments, UN System, development partners, civil society organizations)</i></p>	<p>IND 5.1.1 Evidence that UNFPA made efforts to establish partnerships (whether they succeeded or not) and to align its support with other relevant actors.</p> <p>IND 5.1.2 Evidence of partnerships, at any level, that resulted in efficiency gains (e.g. cost savings, economies of scale, avoidance of overlaps) and/or that resulted in a better use of the census data and related surveys (e.g. wider outreach, more depth in the analysis, more interaction between actors using the data).</p> <p>IND 5.1.3 Evidence (or lack of it) that partnerships promoted by UNFPA had no adverse effect on national ownership i.e. national actors consider that the partnerships are relevant and beneficial and have a role and a say in them.</p>	<ul style="list-style-type: none"> • Memorandums of Understanding • Minutes of meetings • Media statements • Census implementation reports • Staff of National Statistical Offices • Staff of line ministries • Local government staff • UN Agencies • Civil society organizations and academia • Donors • UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Focus groups • Study of documentation • Online surveys • Cybermetric data collection
<p>A5.2 UNFPA promoted opportunities for South-South Cooperation to facilitate the exchange of knowledge and lessons learned and to develop capacities in programme countries with a view to effectively support the implementation of the 2010 census round.</p>	<p>IND 5.2.1 Evidence of UNFPA carrying out activities with the aim of promoting South-South exchanges (whether they result in actual exchanges or not)</p> <p>IND 5.2.2 Evidence of South-South exchanges that occurred partially or completely as a consequence of UNFPA facilitation in all or some parts of the census process.</p> <p>IND 5.2.3 Evidence of cases (or lack of them) in which South-South exchanges resulted in a better understanding of specific issues and difficulties and/or previously unknown solutions with a view to conduct a more efficient and effective census.</p> <p>IND 5.2.4 Evidence of cases in which such solutions were applied/implemented resulting in improvements in the 2010 Round or in subsequent surveys, projections or studies/analysis.</p>	<ul style="list-style-type: none"> • Memorandums of Understanding / technical cooperation frameworks • National counterparts reports (mission reports, annual reports) • Staff of National Statistical Offices • Staff of line ministries • Local government staff • Civil society organizations and academia (when they receive direct support) • Donors • UNFPA national, regional and central level staff 	<ul style="list-style-type: none"> • Semi-structured interviews • Study of documentation • Group discussions • Online surveys • Cybermetric data collection

EQ6. To what extent does UNFPA support to population and housing census data generation, analysis, dissemination and use, add value in comparison to other UN agencies and development partners at national, regional and global levels?			
			Added Value
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
<p>A6.1 UNFPA features a series of comparative strengths in the support to population and housing census data generation, analysis, dissemination and use; some of which are:</p> <ul style="list-style-type: none"> • Thorough assessment of needs • Advocate to local government for census taking and using the data for policy-making • Assist in the elaboration a census project document for fund raising • Provide good quality technical assistance • Promote South-South cooperation through its network (RO, Headquarters) • Foster census data analysis • Foster census data use for policy making at all levels 	<p>IND 6.1.1 List of the most recurrently mentioned comparative strengths and how these differentiate UNFPA from other partners.</p> <p>IND 6.1.2 Evidence of cases in which no comparative strength are mentioned (and explanations on the reasons why).</p> <p>IND 6.1.3 Evidence that policy makers, government institutions, research and civil society organizations explicitly mention UNFPA comparative strengths in public forums and or public documents.</p> <p>IND 6.1.4 Evidence that the comparative strengths perceived by UNFPA staff match (or not match) with the strengths perceived by others.</p> <p>IND 6.1.5 Evidence that UNFPA made (or did not make) use of such strengths when they had them (i.e. when they could use them)</p>	<ul style="list-style-type: none"> • Media sources • Reports and publications from CSO and government • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • UN Agencies • Donors • Civil society organizations • Academia and research institutions • Local communities 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Focus groups
<p>A6.2 Relevant stakeholders at global, sub-national and regional level perceive UNFPA as a key partner supporting censuses.</p>	<p>IND 6.2.1 Perceptions of what would have happened without UNFPA support (estimates by means of comparison to the past or to other countries).</p> <p>IND 6.2.2 Evidence that UNFPA support had adverse effects on other partners such as displacement and/or substitution effects (counter evidence).</p>	<ul style="list-style-type: none"> • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • UN Agencies • Donors • Civil society organizations • Academia and research institutions • Local communities • Media 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Focus groups • Cybermetric data collection

EQ7. To what extent has UNFPA support contributed to the mainstreaming of human rights and gender equality in the census process?			<i>Effectiveness</i>
Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
A7.1 Internal mainstreaming: UNFPA has integrated gender equality and human rights issues in its support to the 2010 Census Round	<p>IND 7.1.1 Evidence that gender equality, human rights have been mainstreamed in the UNFPA support to the preparatory phase of the census and related/associated surveys.</p> <p>IND 7.1.2 Evidence that UNFPA has promoted youth, gender equality and reproductive rights topics in the analysis and dissemination of census data and associated surveys.</p>	<ul style="list-style-type: none"> • Reports of consultations and expert hearings • Publications and other studies/research based on census data and surveys (DHS, NHS) • Staff of national Statistical Office • Staff of UNFPA CO 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Study of documentation • Cybermetric data collection
A7.2 External mainstreaming: UNFPA has actively contributed to mainstreaming human rights, rights of vulnerable groups, minorities (including ethnic minorities) and the disabled and gender equality in its support to the census process and associated surveys.	<p>IND 7.2.1 Evidence that UNFPA has supported the government promoting the integration of human rights and the rights of vulnerable groups, including minorities and the disabled, in the preparation and enumeration phases of the census process and associated surveys, including in the selection and training of enumerators.</p> <p>IND 7.2.2 Proof that UNFPA has supported the government contributing to analysis, dissemination and use of census and survey data in fields relevant to human rights, gender equality and vulnerable groups.</p>	<ul style="list-style-type: none"> • Criteria for enumerator selection by region • Lists of enumerators • Enumerator training material for the census and surveys • Publications and other studies/research based on census data and surveys (DHS, NHS) having links to UNFPA • Staff of National Statistical Offices • Civil society organizations • Consultancy reports 	<ul style="list-style-type: none"> • Semi-structured interviews • Group discussions • Study of documentation • Cybermetric data collection

Annex 6 Documentary evidence tables

6.1. REFERENCES FOR PLANS, PROGRAMMES AND POLICIES

This annex contains a list of plans, programs, analysis, surveys, projections, rules and regulations specifying where there are references to census, census-related surveys and projections in these documents. Entries cover both documents at central and decentralized levels and are the result of a cyber search conducted shortly after the field visit to Peru. Concerning laws, justifications based on statistics or other considerations, are not easily accessible because only the final version of the law is normally published in official web sites. Information about what census or survey data was used for a certain law relies mostly on oral communication during the interviews.

The list in this annex of the plans and strategies does not pretend to be exhaustive; rather the purpose is to justify and give examples of the evaluation finding that census and other statistical data effectively is used for policy formulation in Peru.

	Title of the document	Type of document	www. address	Position of the references in the document	Page number	Entry date
1	Plan nacional Multisectorial para la prevención del embarazo en adolescentes 2012-2021	Plan	http://www.spaj.org.pe/pdf/novedades/MINSA-Plan-Multisectorial-PEA-2012-2021.pdf	ENDES 2010	9,12,13 y 27	17/11
2	Plan Nacional de Población 2010-2014	Plan	http://www.mimp.gob.pe/index.php?option=com_content&view=article&id=2044&Itemid=376	Censo 2007 en Gráfico 1, gráfico 2 y gráfico 3 Estimaciones y Proyecciones de Población 1950 - 2050, Marzo 2009, INEI en el Cuadro n°2; Cuadro n° 3, cuadro n°8 Censo 2007 en cuadro 4 sobre pirámides de población Censo 2007 en gráfica n°6 sobre población rural y urbana Censo 2007 en cuadro n°5 sobre Tasa de crecimiento 1993-2007 en principales ciudades del Perú Censo 2007 en gráfica n°7 sobre Distribución Porcentual de Centros Poblados y Población según regiones naturales Censo 2007 en gráfica 8 sobre Centros Poblados y Población según área y tamaño Censo 2007 en cuadro 6 sobre Número de Centros Poblados y Población Censada y Población Promedio por Centro Poblado ENDES 2009 gráfica n°9, n° 10, n°11 Censo 2007 y ENDES 2009 en la Matriz de metas e indicadores del plan (no se especifica explícitamente)	20 y 21 23, 25,43 30 33 34 35 36 37 39,40,41,42	17/11

					A partir de la página 57 a la 71	
3	Plan Nacional para las Personas Adultas Mayores 2013-2017	Plan	http://www.mimp.gob.pe/files/mimp/especializados/boletines_dvmpv/cuaderno_5_dvmpv.pdf	INEI: Proyecciones de la Población Nacional: 2013, 2021, 2050.	7, 9, 11, 12, 14, 15,	
4	Mapa de pobreza del Perú Mapa de Pobreza Provincial y Distrital 2009	Mapa	https://mef.gob.pe/index.php?option=com_content&view=article&id=369&Itemid=101134&lang=es	XI Censo Nacional de Población y VI Vivienda 2007, Encuesta Nacional de Hogares ENAHO 2009, Registro Nacional de Municipalidades-RENAMU 2009	17,18,20	
5	Estudio de la pobreza juvenil	Mapeo de pobreza	http://dl.dropbox.com/u/53064273/senaju/pdf/Pobrezajuvenil.pdf	Censo 2007	A partir de la página 26	
6	ASIS 2010 (MINSa)	Análisis	http://www.dge.gob.pe/publicaciones/pub_asis/asis25.pdf	Censos Nacionales de Población. Proyecciones realizadas por equipo DIS-DGE para años 2025-2080 ENAHO 2004-2008.	9 al 22	
7	Indicadores básicos de Salud (2009,2010,2011,2012) MINSa	Indicadores	http://www.dge.gob.pe/asis_indbas.php	INEI: Estimaciones y Proyecciones de Población Urbana y Rural por Sexo y Edades Quiquenaes, por Departamento 2000-2015	Archivos Pdf por años: 2009 al 2012	
8	Proyecciones de población a niveles departamental/ regional, provincial y distrital	Proyecciones	http://proyectos.inei.gob.pe/web/biblioineipub/bancopub/Est/Lib1010/index.htm	Censo 2007	25 a la 115 Cuadros Nº 01 al 11.	
9	Encuesta de la Juventud (ENAJUV)	Resultados de la Encuesta	http://juventud.gob.pe/libro-electronico-enajuv/	Primera Encuesta Nacional de la Juventud- ENAJU-2011 (El doc. solo menciona como fuente la misma encuesta, no menciona el censo 2007)	19 a la 196	
10	Encuesta Nacional de Uso del Tiempo 2010	Principales Resultados de la Encuesta	http://www.unfpa.org.pe/publicaciones/publicacionesperu/MIMDES-INEI-Encuesta-Nacional-Uso-Tiempo.pdf	Encuesta Nacional de Uso del Tiempo 2010 (El doc. solo menciona como fuente la misma encuesta, no menciona el censo 2007)	31 a la 79	
11	Encuesta Demográfica y de Salud Familiar (ENDES): 2009,2010,2011 y 2012	Encuesta	http://proyectos.inei.gob.pe/endes/ ; y http://proyectos.inei.gob.pe/endes/endes2009/resultados/	Instituto Nacional de Estadística e Informática-INEI. Encuesta Demográfica y de Salud Familiar. (ENDES) Los ENDES 2009 al 2012, en todos sus cuadros mencionan como fuente el INEI y el ENDES. Cada ENDES por año tiene como referencia los ENDES anteriores. Se ha puesto como ejemplo los ENDES 2009 y 2012		
	ENDES 2009		http://proyectos.inei.gob.pe/endes/2009/Libro.pdf	Censo 2007 para la primera etapa de selección de la muestra	293	
	ENDES 2012		http://proyectos.inei.gob.pe/endes/2012/Libro.pdf	Censo 2007 para la primera etapa de selección de la muestra	383, 387	
12	Encuesta Nacional de Hogares (ENAHO)	Encuesta	http://webinei.inei.gob.pe/anda_inei/index.php/catalog/195	Censo 1993 base para el Marco Muestral Instituto Nacional de Estadística e Informática-INEI. Encuesta Demográfica y de Salud Familiar. (ENDES) Todos los cuadros mencionan esta fuente. No hay mención al Censo 2007	232	

	ENAHO 2012	Encuesta	http://recap.itcilo.org/fr/documentat ion/files-activite-4/lima-6 http://www.iabperu.com/descargas/ Archivo_2012627122044.pdf	INEI - Encuesta Nacional de Hogares, 2004- 2012. (Los cuadros y gráficos tienen como fuente los datos de las ENAHO anteriores desde el 2004, salvo el caso del (Gráfico nº 6 sobre Evolución de las TIC.. que mencionan INEI- ENAHO, 2001-2011)		
	ENAHO 2013	Encuesta	http://www.apeim.com.pe/wp-content/themes/apeim/docs/nse/AP EIM-NSE-2013.pdf	INEI-Encuesta Nacional de Hogares (ENAHO) 2012		
13	ENDES Varones 2008	Encuesta	http://www.unfpa.org.pe/publicaciones/publicacionesperu/INEI-ENDES-Varones-2008.pdf	ENDES Continua 2004-2006, Censo 2007 INEI- PERÚ: Estimaciones y Proyecciones de Población Total, por Años Calendario y Edades Simples 1950-2050 MINDES. Centro de Emergencia Mujer (CEMs). Gráfico 7.1 Sobre Número de denuncias de maltrato registradas por los Centros de Emergencia Mujer del MIMDES, 2002-2008	08, 22, 29, 133	
14	IV Censo Nacional Económico 2008	Censo	http://www.inei.gov.pe/estadisticas/censos/	No se logró acceder a los resultados definitivos nacionales, sino un pdf por cada departamento.		
15	Censo Económico 2008 Amazonas		http://censos.inei.gov.pe/cenec2008/libros/Amazonas/analisis.pdf	INEI. Censos Nacionales Económicos 1993-1994 y 2008 Cuadros del N°1 al N° 36 INEI. IV Censo Nacional Económico 2008 Gráficos del N° 1 al N° 39	De la página 25 a la 85	
16	V Censo Nacional Agropecuario	Censo	http://www.inei.gov.pe/estadisticas/censos/proyectos.inei.gov.pe/web/.../ResultadosFinalesIVCENAGRO.pdf	INEI. IV Censo Nacional Agropecuario 2012 Todos los gráficos y cuadros Anexos: Del 1 al 22 No se menciona el Censo 2007	De la página 3 a la 37 41 a la 62	
17	Aseguramiento universal en salud de jóvenes peruanos	Análisis	http://juventud.gob.pe/pdf/Aseguramiento-Universal-en-Salud.pdf	ENAHO 2009, 2010, 2011 y 2012 ENAJUV 2011 INEI. Proyección de Población 2009.2015. En gráfico 15 Cobertura de jóvenes con SIS	13, 20, 27, 29, 30, 55, 56, 57, 58,64. 65, 63	
18	Reglamento de Ley 27900/2014 sobre el trabajo no remunerado	Reglamento de Ley	http://www.mintra.gob.pe/archivos/file/SNIL/normas/2014-09-06_056-2014-PCM_3694.pdf	Artículo 8, p. 4: Encuesta de Uso de Tiempo		
19	Plan nacional de saneamiento rural- Plan de mediano plazo 2013-2016	Plan	http://issuu.com/pnsr_pe/docs/plan_de_mediano_plazo	Censo 2007 ENDES 2008-2009 ENAHO 2009-2011	28, 29, 30 32, 36	
20	Plan nacional de gestión del riesgo de desastres 2014-2021	Plan	http://www.pcm.gob.pe/wp-content/uploads/2014/05/PLANAGE RD_2014-2021_.pdf	Censo 2007	10, 16, 23, 24,	
21	Mapa etno-lingüístico del Perú	Mapa publicado por el Instituto Nacional de Desarrollo de	http://www.chirapaq.org.pe/nosotros/mapa-etnolingustico	INEI Instituto Nacional de Estadística e Informática - II Censo de Comunidades Indígenas de la Amazonía Peruana 2007		

		Pueblos Andinos, Amazónicos y Afroperuanos (INDEPA). Ministerio de Cultura	http://www.indepa.gob.pe/			
22	El estado y la protección de la niñez y la adolescencia. Diagnóstico del Sistema de Protección en el Perú	Estudio de una INGO	http://www.visionmundial.org.pe/publicacion/el-estado-y-la-proteccion-de-la-ninez-y-la-adolescencia	INEI: Censo 1972, 2007	68, 71, 72, 91, 92, 93, 104, 105, 113, 15,117, 120,122,123124, 25,126, 127,172, 173,	
23	Acuerdo de Gobernabilidad por el Desarrollo Humano Integral 2015-2018 - Amazonas	Pre-elections agreement; Regional Government	http://elecciones.mesadeconcertacion.org.pe/static/download/acuerdos/2015_2018/amazonas.pdf	ENDES, ENAHO	2-8	
24	Plan de Desarrollo Regional Concertado 2011-2021 – Región Lambayeque	Regional development plan; Regional Government	http://www.ceplan.gob.pe/sites/default/files/Documentos/pdf/plan/PDR C/PDRC_LAMBAYEQUE.pdf	Censo 2007 CENSOS 1940 AL 2007 (Cuadros N° 4, 6) INEI 2010. Lambayeque: Indicadores Socio Demográficos CENSOS 1981 AL 2007 (Cuadro N° 09) INEI- IV Censo Nacional Económico 2008	18, 56, 57, 61, 62, 70,76,77, 81, 86, 55, 57 59 60 243	
25	Potencialidades socio-económicas de la región Lambayeque	Socio-economic study of regional government	http://ot.regionlambayeque.gob.pe/sistema/capa_presentacion/img/subida/proyectos/pdf/008_SUB_MODELO_POTENCIALIDADES_SOCIOECONOMICAS.pdf	Censo 2007	70, 82, 93, 95,	
26	Programas regionales de población		Programa Regional de Población del departamento de Cajamarca 2012 - 2016	Censo 2007 Censo 1993-2007 (Gráfica 9)	35,43, 44, 37	
			Programa Regional de Población Iqueña para el periodo 2013 - 2017	Censos Nacionales 1993 y 2007 - ENDES 1996 y 2010 y ENAHO 2010.	9,10, 11, 13, 15, 18, 20,22,33,40,41	
			Programa Regional de Población de la Región de Madre de Dios 2013 - 2017	Censo 2007	5,6,11, 13,14, 15, 17, 20,22, 24, 25, 26, 40, 41, 42, 43,46, 48,55, 64,65,	
			Programa Regional de Población del departamento de Pasco 2012 - 2017	Censo 2007	16,23, 24, 25, 26, 37, 38, 39	

		Programa Regional de Población de Piura 2013 - 2016	Censo 2007	10, 11, 12, 18, 19, 22,	
		Programa Regional de Población de Tacna 2013 - 2017	Censo 2007 ENAHO 2010	15, 17, 18, 20, 24, 32, 35, 28	
		Programa Regional de Población 2013 - 2017 de la Región Callao	Censo 2007 ENDES 2010 ENAHO 2011-2012	15,22, 23, 25, 30, 31, 39, 46, 47, 50,51,68, 12,29, 32,35,64,66, 73 34,36, 37, 40,44, 57, 58,59, 60, 79,83,84, 91,	
		Programa Regional de Población de Moquegua 2013 - 2018	Censo 2007 (Cuadro N° 02, Gráficos N° 04, 05, 06, 11) Censos Nacionales de Población y Vivienda, 1940, 1961, 1972, 1981, 1993 y 2007. (Cuadro 01, 02,22) Encuesta Nacional de Hogares (ENAHO), 2010-2011. (Cuadros N° 06, 07, 08, 09, 10, 11, 19) ENDES 1996, 2000 y 2010. (Cuadro N° 12,13, 14, 15, 16, 17, 18, 24) (Gráficos N° 08, 09) Este documento no tiene numeración de página, por lo que tuve que poner el N° de cuadros y gráficos)		
		Programa Regional de Población: Ucayali: 2013 - 2017	Solo aparece la Ordenanza Regional N° 024-2013		
		Programa Regional de Población: Ayacucho: 2013 - 2017	Solo aparece la Ordenanza Regional N° 028-2013		
		Programa Regional de Población: Junín: 2014 - 2018	Censo 2007 ENAHO 2011, 2012 ENDES 1998, 2000 y 2012 (El documento es una fotografía de fotocopias, que hace muy difícil precisar el N° de página)	11, 16, 17, 18, 29, 23, 25, 26, 42 28, 29, 30, 31, 32, 34, 35, 37, 38, 43, 44, 45,	
		Programa Regional de Población: Tumbes 2013 - 2017	Censos Nacionales 1993 y 2007 ENDES 1996 y 2010 y ENAHO 2010 (Se menciona al inicio del Plan, pero no aparece al interior del documento)	4, 11, 15, 23, 25,36,80,	

Annex 6 Documentary evidence tables

6.2. REFERENCES FOR ACADEMIC RESEARCH

This annex presents a sample of academic references to the national census of 2007 and subsequent surveys of Peru.

This list of academic references was harvested from a scholarly qualitative cyber-search on the Internet and it is not necessarily representative of the totality of research projects using INEI statistics. Although it is not possible to extrapolate any generalizable conclusions on the basis of this sample, it does illustrate that census and survey data in Peru are used in a wide variety of disciplinary orientations from behavioral therapy to ecology.

Author/s	Institution	Name of publication	Journal/site	Type of reference	Page/s
León, Gianmarco	Universitat Pompeu Fabra, Department of Economics and Business	Civil Conflict and Human Capital Accumulation: the Long-term Effects of Political Violence in Peru	<i>Journal of Human Resources</i> , Fall 2012, Vol. 47 No. 4, pp. 991-1022	Extensive use of INEI censuses 2007 and 1993	Passim.
Galdo, José	Syracuse University	The Long-Run Labour Market consequences of Civil War: Evidence from the Shining Path in Peru	<i>Economics Faculty Scholarship</i> (201), Paper 142	ENAHO 2007 as main data on employment	9-18
Culqui, Dante et al.	Several (MINSA; UNMSM, INS)	Tuberculosis en la población indígena del Perú 2008	<i>Revista Peruana de Medicina Experimental y Salud Pública</i> , Vol 27, No. 1	II Census of Indigenous Communities of the Peruvian Amazon 2007 as the population and disease sample	Passim.
Finer, Matt and Martí Orta-Martínez	Save America's Forests, DC, USA, and Universitat Autònoma de Barcelona	The second hydrocarbon boom threatens the Peruvian Amazon: trends, projections and policy implications	<i>Environmental Research Letters</i> Vol. 5 No. 1 (2010) 014012 at: http://iopscience.iop.org/1748-9326/5/1/014012/	II Census of Indigenous Communities of the Peruvian Amazon 2007 as the source of the number of indigenous groups	2
Miranda, Jaime et al.	s.d.	Stated Preferences of Doctors for Choosing a Job in Rural Areas of Peru: A Discrete Choice Experiment	<i>PLOS one</i> 18.12.2012, 10.1371/journal.pone.0050567 at www.plosone.org	ENDES 2007-2008, ENDES 2010, and Census 2005 used for defining percentages of rural population	n/a
Yanahuanca, RSA et al	Universidade de São Paulo, Department of Maternal and Child Care, and School of Sociomedical Sciences	Birth at the health center or at home: an analysis of birthing care among the <i>kukamas kukamirias</i> women of Peru.	<i>Journal of Human Growth and Development</i> 2013; 23(3): 322-330 at: http://www.revistas.usp.br/ Article: 69508/72091	II Census of Indigenous Communities in the Peruvian Amazon 2007: map Census 2007: pregnancy rates	324, 322
Pozo, César del and Esther Guzmán Pacheco	Centro Bartolomé de las Casas and PUCP	Efectos de las transferencias monetarias condicionadas en la inversión productiva de los hogares rurales del Perú	CIES Publications, Proyecto Breve PB 014-2010 Final report, Lima, August 2011	ENAHO 2009 (Table 1 average household income) Census 2007 (poverty map)	14, 25

Borg Rasmussen, Matias	University of Copenhagen, Department of Anthropology	Greening the Economy: Articulation and the Problem of Governance in the Andes	<i>Mountain Research and Development</i> 32(2), 149-157, May 2012	Census 2007: population figures of the Recuay province	151
Nieto Sánchez, Carlos	Université de Louvain	Relation entre migration et développement : analyse du capital économique, humain et social des migrants retournés à Quillabamba, Pérou	DIAL Dépôt Institutionnelle de l'Académie Louvain, at http://hdl.handle.net/2078.1/109440	2009 INEI census of international migration of Peruvians (outward and return), and immigration of foreigners in Peru (reference INEI 2010); Tables 9.1-9.4, Graphs 9.1-9.4	111, 112, 162, 167, 169
Cueto, Santiago et al.	GRADE Group of Analysis of Development, Lima	Sense of belonging and transition to high schools in Peru	<i>International Journal of Educational Development</i> , Vol. 30 Issue 3, May 2010, 277-287	Statistics of INEI 2007 for percentage of school enrolment	278
Orta-Martínez, Martí and Matt Finer	ICTA Universitat Autònoma de Barcelona; Save America's Forests Wash DC.	Oil frontiers and indigenous resistance in the Peruvian Amazon	<i>Ecological Economics</i> , Vol. 70 Issue 2, 15 December 2010, 207-218	Census 2007 and II Census on Amazonian Indigenous Communities 2007	207, 214
Meléndez, Tatiana and Teresa McDowell	University of Connecticut and Lewis&Clark	Race, Class, Gender and Migration: Family Therapy with a Peruvian Couple	<i>Journal of Systemic Therapies</i> , Vol. 27, No. 1, 30-43	Population census 2005 (population of Peru)	33

All references accessed 3.-5.12.2014

Annex 7 Interview Logbook template

Interview Data

Name(s) of the interviewee(s):	Position:	Institution/Organisation:
Interview date:	AWP:	Stakeholder type:
Interviewer:	Area of Analysis:	Interview Code:

INTERVIEW CONTENT

Background & key issues

Contents

Next Steps

Annex 8 Interview protocols/ guides

The interview guides included in this annex were the ones used during the Peru field visit. After testing them as part of the pilot, they went through substantial changes. The final revised versions of the interview guides are included in the Inception Report.

Interview protocol for Population Development Programme Manager in UNFPA country office

Objective: obtain a detailed description of the UNFPA support to census in the country related to all evaluation questions

EQ1: relevance:

How did you determine the support for the last census? What kind of assessment did you conduct?

- *Ask for documents*

Did you take into consideration national needs? From what users?

EQ2: Effectiveness

Did you make sure that the methodology of the census was in compliance with international standards? How?

- *Ask for documents*

Did the NSO (or Census Office) follow your advice? Are there cases where they did not?

- *Ask for examples*

What support did you provide to the census, in terms of:

- type of support (advocacy, resource mobilization, TA, direct provision of goods or services, management of funds, South-South cooperation?)
- phases of the census, from preparation to dissemination?
- *Use the EO survey as a basis to check*

Would you say that you have helped building capacity in the NSO? Can you give examples?

- *Ask for evidences*

Did UNFPA support the use of new technologies?

- If yes:
 - o what technology?

- did you consider the capacity of the NSO in handling this NT?
- Is this technology still in use at the NSO?

Did UNFPA support analysis of the census data? How?

EQ3- Effectiveness and sustainability of the use of census data

Did you record increase in the use of census data in programming or policy-planning?

- *Ask for examples*

Did UNFPA support the use of the census data? How?

EQ4 - Efficiency

Were funds sufficient? Were they delivered on time? Were they fully utilised?

What support did you receive from the regional office? From the Technical Division?

Did UNFPA support alone the census or in partnership with other institutions? Which? How? What were the respective roles of each?

EQ5- South-South cooperation

Did UNFPA contribute to exchange of experience with other countries? Was it positive?

- *Ask for examples*

EQ6 - Added value

How would you describe UNFPA comparative advantage compared to other institutions?

EQ7 - Human rights

Did UNFPA put a special focus on human rights or gender equality in the preparation, conduct or analysis of the census?

- Are there specific policies UNFPA has supported in that regard?
- *Ask for examples*

PROTOCOLO/GUÍA DE ENTREVISTA

Ministerios y otros organismos gubernamentales (nivel central)

PREPARACIÓN

Asegurarse de que antes de la entrevista se ha hecho el trabajo previo de preparación: estudiar brevemente el sitio Web de la institución; comprobar qué rol tuvieron en el censo; y comprobar en los AWP si han sido beneficiario, ejecutor, socio/aliado de algún proyecto apoyado por UNFPA.

OBJETIVOS

El objetivo es recabar información relevante sobre los aspectos principales y complementarios que se detallan a continuación en relación a las preguntas de la Matriz de Evaluación.

Los más importante de una entrevista con un Ministerio u organismos gubernamental es indagar sobre si utilizan los datos del censos; cómo los utilizan; sobre si los están utilizando para formulación de planes y políticas relacionados con derechos y salud sexual reproductiva, igualdad de género y juventud; y por último y muy importante indagar sobre si el apoyo del UNFPA está detrás (y cómo) de algunas de las mejoras en el uso de los datos de los censos para políticas.

Los aspectos principales son aquellos que aspectos que deberían cubrirse necesariamente en la entrevista. Si el entrevistado dispone de tiempo muy limitado la entrevista debería centrarse solo en estos aspectos.

Aspectos principales	
EQ3	Aumento sostenido en el uso
EQ7	Capacidades nacionales
EQ2	Apoyo eficaz (A.2.5 diseminación y A.2.6 nuevas tecnologías)

Son aspectos importantes ya que responden a áreas donde el entrevistado nos puede proporcionar información, pero van en un segundo lugar, siempre después de los aspectos principales.

Aspectos complementarios	
EQ9	Derechos Humanos y género (A9.1)
EQ4	Promoción de sinergias (A.4.2)
EQ5	Cooperación Sur-Sur
EQ1	Alineamiento (con necesidades datos, A1.1)

Antes de terminar la entrevista el evaluador tendrá que añadir una **pregunta de cierre** y una serie de **preguntas de enlace**. Las preguntas de enlace son preguntas que nos enlazan con otras entrevistas planeadas con otros actores; y con la posibilidad de realizar una segunda entrevista con alguien de la institución a la que estamos entrevistando.

INTRODUCCIÓN

A) Las personas del equipo de evaluación deben presentarse, presentar la evaluación (objetivos y alcance), y también presentar el propósito de la entrevista, esto es, porque creemos que es importante tener la

reunión con la/el entrevistada/o. Hablar también de la confidencialidad del tratamiento de las respuestas del entrevistado/a en base a los estándares de evaluación de UNEG.

B) Una vez hechas la presentación lo siguiente es comprobar el grado de implicación tanto de la institución como del entrevistado en el censo (primero) y con el apoyo de UNFPA en el proceso del Censo (segundo). En este sentido la(s) pregunta (s) de inicio (*opening question*) es:

Pregunta para el entrevistado/a:

*Antes de entrar en cuestiones concretas que nos gustaría conversar con usted, le agradeceríamos que nos hiciera un **breve resumen/presentación de cual ha sido su relación e interacción**, (a) con el proceso del censo (en cualquiera de sus fases) y (b) con el apoyo que el UNFPA a proporcionado al proceso del censo.*

Nota: cuando se haga esta pregunta es importante mencionar al entrevistado si tenemos constancia o no de su participación en base a los documentos que hemos analizado previo a la entrevista. Esto es importante para que quede claro, por una parte, que nos hemos preparado la entrevista antes de realizarla y por otra parte, como muestra de respeto al entrevistado.

A continuación se formulan las preguntas clave para cada uno de los aspectos principales y complementarios a cubrir durante la entrevista. El orden de las preguntas es tentativo dado que la segunda pregunta y las siguientes van a depender de la línea de conversación que se genere en base a la respuesta a la pregunta de inicio (*opening question*). De todos modos se recomienda al entrevistador reconducir la entrevista de modo que primero se traten los aspectos principales.

ASPECTOS PRINCIPALES

EQ7 – Aumento sostenido en uso

Pregunta para el entrevistado/a:

P1. Utilizan los datos del censo para toma de decisiones o para la elaboración de planes en su institución?

Si es así, cómo los utilizan? (por favor déme algunos ejemplos)

Si no es así, cuales son los factores que explican que no los utilicen?

Lista de control

Cuando respondan a la pregunta de “cómo los utilizan” y den ejemplos, comprobar si los utilizan para la formulación de planes o políticas relacionadas con la mejora de los derechos y salud sexual reproductiva, igualdad de género y juventud.	✓
--	---

Pregunta para el entrevistado/a:

P2. Cree que ha habido variaciones en el uso de los datos del censos en los últimos años en su institución? Los utilizan más ahora que antes? Sí, no? Cuales cree usted que son las razones/motivos?

Lista de control

Comprobar si alguna de las actividades de apoyo que ha hecho UNFPA está entre las razones. Si es así ahondar más sobre tales razones/motivos	✓
--	---

Si se considera conveniente, preguntar directamente: <i> cree usted entonces que las actividades de apoyo del UNFPA han sido un factor que ha contribuido a que ustedes utilicen más o de mejor manera los datos del censo? Porqué?</i>	✓
---	---

EQ 7– Capacidades nacionales

Pregunta para el entrevistado/a:

P3. Estaría muy interesado/ en comprender hasta qué punto el rol de apoyo del UNFPA en el proceso del censo ha contribuido a fortalecer la capacidad y el liderazgo de instituciones nacionales como la suya (capacidad y liderazgo para utilizar los datos del censo en procesos de formulación de políticas). Cuál es su opinión? (cree que ha contribuido? Sí, no? Porqué? Cómo?

Lista de control

Comprobar si el proceso del censo fue un proceso participativo e inclusivo y comprobar si las actividades del UNFPA estuvieron detrás de que fuera así	✓
Comprobar si hubo un proceso de consulta en la planificación y si UNFPA lo promovió y cómo	✓
Comprobar si hay una cultura de formulación de políticas y planes basados en evidencias, y cual ha sido el rol del UNFPA en este sentido	✓
Comprobar el este aumento de capacidad (técnica, de gestión, de planificación) y de liderazgo con ejemplos concretos	✓

EQ 2– Apoyo eficaz (A.2.5 diseminación y A.2.6 nuevas tecnologías)

P4. Me interesaría ahondar sobre la fase de diseminación de los resultados del censo. Cree usted que llegaron a tiempo para ser utilizados en su institución? Y en este contexto, cuál cree que fue el papel de UNFPA para que esto fuera así?

Lista de control

Comprobar si había un plan de diseminación que correspondiera a la percepción de las necesidades de información de los usuarios (entre ellos el entrevistado)	✓
---	---

P5. Cree que el uso de nuevas tecnologías ha mejorado de algún modo la calidad general del ejercicio del censos en algún modo? Cual?, porqué?

(Antes de hacer esta pregunta comprobar si se han utilizado nuevas tecnologías en el censo del país. Si no se han utilizado reformular la pregunta cómo: *cree usted que las tecnologías utilizadas en el censo son las apropiadas? Cree que podrían mejorarse? Cómo? Y como cree que UNFPA podría contribuir a eso?*

ASPECTOS COMPLEMENTARIOS

EQ 9 – Derechos Humanos y Género (A9.1)

P6. También estaría muy interesado en saber hasta qué punto cree usted que los datos del censo han permitido la generación de datos que les permitan a ustedes diseñar planes y políticas que promuevan el resto a los derechos humanos y la igualdad de género. Cree que el apoyo del UNFPA ha jugado algún papel en este sentido?

Lista de control

Asegurarse de que el entrevistado da ejemplos concretos de aspectos del censo que permitan afirmar que contribuye a mejorar DDHH y género	✓
Si la respuesta es negativa (falta de relación entre censos y DDHH y género), preguntar a qué se debe eso (cuales son la razones) y preguntar también “ <i>como cree usted que podría mejorarse?</i> ”	✓

EQ 4 – Promoción de sinergias (A4.2)

P7. Cree usted que hubo buenas sinergias institucionales en la ejecución del censo?, y cree que el UNFPA tubo un papel relevante a la hora de que se generaran tales sinergias?

Lista de control

Comprobar si el UNFPA tuvo algún rol en cuanto a coordinación entre donantes	✓
Comprobar si se utilizaron fondos mancomunados (<i>pool funding</i>) y si UNFPA tuvo algún rol en este sentido	✓
Preguntar sobre ejemplo de ahorros en costes debidos a las sinergias	✓

EQ 5 – Cooperación Sur-Sur

P8. Ha tenido su organización o sabe usted de alguna organización que haya realizado intercambios de experiencias (cooperación Sur-Sur) en el marco del censos?, me podría dar su opinión sobre el rol que tuvo UNFPA en estos intercambios?

Lista de control

Si las experiencias Sur-Sur no fueron promovidas por el UNFPA o el entrevistado no lo sabe, asegurarse de preguntar qué instituciones estuvieron involucradas para poder luego hacer el seguimiento	✓
Si el entrevistado sabe de ejemplos que pasaron en otros departamentos de su organización o en otras instituciones, pedir el nombre y datos de contacto de las personas con quien hablar.	✓

EQ 1 – Alineamiento con necesidades (A1.1)

Nota: seguramente esta pregunta será respondida cuando se formule la P2 sobre aumento sostenido en uso. Si no fuera así, asegurarse de que se hace la pregunta en este momento:

P9. Cree usted que el apoyo brindado por el UNFPA estuvo acorde con sus necesidades? En otras palabras, UNFPA apoyo en la realización del censos en las áreas en las que usted piensa que se precisaba apoyo? (sí, no? Porqué?)

Lista de control

Asegurarse que el entrevistado explica las necesidades que tenía su institución (así el evaluador puede hacer una comparación independiente entre estas necesidades y el apoyo del UNFPA)	✓
Comprobar dónde estaban explicitadas estas necesidades (en qué documentos?)	✓

PREGUNTA DE CIERRE

Antes de finalizar la entrevista me gustaría preguntarles qué aspectos crees que se hubieran podido mejorar y cómo? Tiene alguna recomendación que quisiera compartir con nosotros? En todo caso, por favor sírvase de comentar cualquier aspecto que hayamos cubierto durante la entrevista.

PREGUNTAS DE ENLACE

Antes de darle las gracias al entrevistado por su tiempo y sus aportes añadir: *Y antes de despedirme no quería irme sin pedirle su opinión sobre otras personas con las que cree usted que debería hablar dado el objetivo del censo y el tipo de información que ha comprobado que estamos buscando:*

¿Con quién más cree usted que debería hablar en su organización o con qué otras instituciones o personas más allá de su organización para complementar lo que usted me ha explicado o para tener otros puntos de vista?

Agradecer al entrevistado/a su tiempo y sus aportes, comentarle cuando estará disponible el informe de evaluación y darle los datos de contacto del evaluador por si quiere contactar al equipo para realizar más aportes o preguntar cualquier tipo de aclaración sobre la evaluación.

PROTOCOLO DE ENTREVISTA

Organizaciones de la Sociedad Civil

PREPARACIÓN

Asegurarse de que antes de la entrevista se ha hecho el trabajo previo de preparación: estudiar brevemente el sitio Web de la institución; comprobar qué rol tuvieron en el censo; y comprobar en los AWP si han sido beneficiario, ejecutor, socio/aliado de algún proyecto apoyado por UNFPA.

OBJETIVOS

El objetivo es recabar información relevante sobre los aspectos principales y complementarios que se detallan a continuación en relación a las preguntas de la Matriz de Evaluación.

Los más importante de una entrevista con una organización de la sociedad civil (OSC), incluyendo organizaciones académicas, es indagar sobre si el censo en general y el apoyo de UNFPA en particular, tuvo en cuenta las necesidades de las OSC; indagar si el apoyo del UNFPA les ha ayudado a fortalecer su capacidad de incidencia e investigación (este aspecto es crucial); saber hasta qué punto están utilizando los datos del censo en su actividad y el rol del UNFPA en este aspecto; y por último saber su opinión respecto al rol del censo y del apoyo del UNFPA en concreto. En la promoción de los derechos humanos y el género en las políticas del país (y en la elaboración del censo mismo).

Los aspectos principales son aquellos que aspectos que deberían cubrirse necesariamente en la entrevista. Si el entrevistado dispone de tiempo muy limitado la entrevista debería centrarse solo en estos aspectos.

Aspectos principales	
EQ1	Alineamiento (A1.2)
EQ7	Capacidades Nacionales
EQ3	Aumento sostenido en el uso
EQ9	Derechos Humanos y género (A9.1)

Son aspectos importantes ya que responden a áreas donde el entrevistado nos puede proporcionar información, pero van en un segundo lugar, siempre después de los aspectos principales.

Aspectos complementarios	
EQ8	Fortalezas comparativas y valor añadido
EQ6	Alianzas a nivel nacional

Antes de terminar la entrevista el evaluador tendrá que añadir una **pregunta de cierre** y una serie de **preguntas de enlace**. Las preguntas de enlace son preguntas que nos enlazan con otras entrevistas planeadas con otros actores; y con la posibilidad de realizar una segunda entrevista con alguien de la institución a la que estamos entrevistando.

INTRODUCCIÓN

A) Las personas del equipo de evaluación deben presentarse, presentar la evaluación (objetivos y alcance), y también presentar el propósito de la entrevista, esto es, por qué creemos que es importante tener la reunión con la/el entrevistada/o. Hablar también de la confidencialidad del tratamiento de las respuestas del entrevistado/a en base a los estándares de evaluación de UNEG.

B) Una vez hechas la presentación lo siguiente es comprobar el grado de implicación tanto de la institución como del entrevistado en el censo (primero) y con el apoyo de UNFPA en el proceso del Censo (segundo). En este sentido la(s) pregunta (s) de inicio (*opening question*) es:

*Antes de entrar en cuestiones concretas que nos gustaría conversar con usted, le agradeceríamos que nos hiciera un **breve resumen/presentación de cual ha sido su relación e interacción**, (a) con el proceso del censo (en cualquiera de sus fases) y (b) con el apoyo que el UNFPA a proporcionado al proceso del censo.*

Nota: cuando se haga esta pregunta es importante mencionar al entrevistado si tenemos constancia o no de su participación en base a los documentos que hemos analizado previo a la entrevista. Esto es importante para que quede claro, por una parte, que nos hemos preparado la entrevista antes de realizarla y por otra parte, como muestra de respeto al entrevistado.

A continuación se formulan las preguntas clave para cada uno de los aspectos principales y complementarios a cubrir durante la entrevista. El orden de las preguntas es tentativo dado que la segunda pregunta y las siguientes van a depender de la línea de conversación que se genere en base a la respuesta a la pregunta de inicio (*opening question*). De todos modos se recomienda al entrevistador reconducir la entrevista de modo que primero se traten los aspectos principales.

ASPECTOS PRINCIPALES

EQ1. Alineamiento (A1.2)

Pregunta para el entrevistado/a:

P1. Cree usted que el apoyo brindado por el UNFPA estuvo acorde con las necesidades de su organización y de los grupos a los que representa? En otras palabras, el UNFPA apoyó en la realización del censo en las áreas específicas en las que usted piensa que se precisaba más apoyo? (sí, no? Porqué?)

Lista de control

Asegurarse que el entrevistado explica las necesidades que tenía su institución (así el evaluador puede hacer una comparación independiente entre estas necesidades y el apoyo del UNFPA)	✓
Comprobar dónde estaban explicitadas estas necesidades (en qué documentos?)	✓
Asegurarse de que si la respuesta es “no”, “solo en parte”, el entrevistado explica cuales son las áreas que se deberían haber apoyado y no se apoyaron y las implicaciones de no haberlas apoyado	✓

EQ7. Capacidades nacionales

Pregunta para el entrevistado/a:

P2. Estaría muy interesado/ en comprender hasta qué punto el rol de apoyo del UNFPA en el proceso del censo ha contribuido a fortalecer la capacidad y el liderazgo de instituciones nacionales como la suya (capacidad y liderazgo para utilizar los datos del censo en procesos de investigación, formulación, incidencia, y evaluación de políticas públicas). Cuál es su opinión? (cree que ha contribuido? Sí, no? Porqué? Cómo?

Lista de control

Poner especial énfasis en el debate sobre políticas públicas concretas , y dentro del debate, en el uso de las organizaciones de la sociedad civil del uso de datos para hacer incidencia	✓
Comprobar si el proceso del censo fue un proceso participativo e inclusivo y comprobar si las actividades del UNFPA estuvieron detrás de que fuera así	✓

Comprobar si hubo un proceso de consulta en la planificación y si UNFPA lo promovió y cómo	✓
Comprobar si hay una cultura de formulación de políticas y planes basados en evidencias, y cual ha sido el rol del UNPA en este sentido	✓

EQ3. Aumento sostenido en el uso

Pregunta para el entrevistado/a:

P3. Utilizan los datos del censo para toma de decisiones o para la elaboración de planes en su institución?

Si es así, cómo los utilizan? (por favor déme algunos ejemplos)

Si no es así, cuales son los factores que explican que no los utilicen?

Lista de control

Cuando respondan a la pregunta de “cómo los utilizan” y den ejemplos, comprobar si los utilizan para la formulación de planes o políticas relacionadas con la mejora de los derechos y salud sexual reproductiva, igualdad de género y juventud.	✓
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Pregunta para el entrevistado/a:

P4. Cree que ha habido variaciones en el uso de los datos del censos en los últimos años en su institución (especialmente a partir del censo 2010)? Los utilizan más ahora que antes? Sí, no? Cuales cree usted que son las razones/motivos?

Lista de control

Comprobar si alguna de las actividades de apoyo que ha hecho UNFPA está entre las razones. Si es así ahondar más sobre tales razones/motivos	✓
Si se considera conveniente, preguntar directamente: <i>cree usted entonces que las actividades de apoyo del UNFPA han sido un factor que ha contribuido a que ustedes utilicen más o de mejor manera los datos del censo <u>para hacer investigación</u> o para <u>procesos de incidencia</u>? Porqué?</i>	✓

EQ9. Derechos Humanos y género (A9.1)

Pregunta para el entrevistado/a:

P5. Cree usted que los datos del censo han contribuido a diseñar planes y políticas que promuevan de mejor forma los derechos humanos y la igualdad de género? Sí, no, porqué? Y cree que el apoyo del UNFPA ha jugado algún papel relevante en este sentido?

Lista de control

Comprobar si hay aspectos específicos sobre derechos humanos y género especialmente relevantes e importantes en el país (que estén en la agenda nacional o en el debate público o en la agenda de la cooperación internacional)	✓
Comprobar si hubo un diálogo sobre estos temas durante el proceso de diseño e implementación del censo (si el entrevistado no lo comenta, preguntárselo)	✓
Asegurarse de que el entrevistado da ejemplos concretos de aspectos del censo que permitan afirmar que contribuye a mejorar DDHH y género	✓
Si la respuesta es negativa (falta de relación entre censos y DDHH y género), preguntar a qué se debe eso (cuales son la razones) y preguntar también “ <i>como cree usted que podría mejorarse?</i> ”	✓

ASPECTOS COMPLEMENTARIOS**EQ8. Fortalezas comparativas y valor añadido**

Pregunta para el entrevistado/a:

P6. Cree usted que el UNFPA presenta algún tipo de fortalezas comparativas en cuanto al apoyo que da a los censos? Si es así, cuales son? (en otras palabras, qué hace especialmente bien / mejor el UNFPA cuando se trata de apoyar a los censos?)

Lista de control

Preguntar en algún momento de la conversación: "qué cree que NO hubiera pasado si UNFPA no hubiera proporcionado apoyo al censo?" (estimación hipotética del contrafactual)	✓
Si el entrevistado afirma que no hay ningún valor añadido, preguntar sobre qué otras organizaciones hacen lo mismo / proveen el mismo apoyo (ver dónde se solapan)	✓

EQ6. Alianzas a nivel nacional

Pregunta para el entrevistado/a:

P7. Cree usted que el UNFPA ha contribuido a la formación de alianzas entre actores nacionales o internacionales o ambos? Si es así, cree que estas alianzas han contribuido a que la calidad del censo y el uso de los datos que genera haya sido superior? Sí, no? Porqué?

Lista de control

Aprovechar esta pregunta para consultar al entrevistado si conoce de algún ejemplo de cooperación Sur-Sur . Si es así preguntar con quien se podría hablar al respecto.	✓
Asegurarse de que el entrevistado/a menciona los factores que explican que estas alianzas haya contribuido o no a una mejor calidad del censos y del uso de los datos para política pública	✓
Asegurarse de que el entrevistado/a cubre el tema de la "apropiación" (ownership) cuando se habla de las alianzas (A6.2.1 en la matriz de evaluación)	✓

PREGUNTAS DE ENLACE

Antes de darle las gracias al entrevistado por su tiempo y sus aportes añadir: *Y antes de despedirme no quería irme sin pedirle su opinión sobre otras personas con las que cree usted que debería hablar dado el objetivo del censo y el tipo de información que ha comprobado que estamos buscando:*

¿Con quién más cree usted que debería hablar en su organización o con qué otras instituciones o personas más allá de su organización para complementar lo que usted me ha explicado o para tener otros puntos de vista?

Agradecer al entrevistado/a su tiempo y sus aportes, comentarle cuando estará disponible el informe de evaluación y darle los datos de contacto del evaluador por si quiere contactar al equipo para realizar más aportes o preguntar cualquier tipo de aclaración sobre la evaluación.

PROTOCOLO DE ENTREVISTA

Donantes (bilaterales y multilaterales)

PREPARACIÓN

Asegurarse de que antes de la entrevista se ha hecho el trabajo previo de preparación: estudiar brevemente el sitio Web de la institución; comprobar qué rol tuvieron en el censo; y comprobar en los AWP si han sido donante en algunos de los AWP implementados en el periodo. Comprobar también si ha sido donante en AWP que estén relacionados con el censo pero sí con otras áreas focales de UNFPA.

OBJETIVOS

El objetivo es recabar información relevante sobre los aspectos principales y complementarios que se detallan a continuación en relación a las preguntas de la Matriz de Evaluación.

Los donantes tienen a tener la visión global y de algún modo externa sobre el desarrollo del censo y sus implicaciones en el país. Esta visión es naturalmente en el país, pero muy interesante para poder tener información de contexto y para analizar como se percibe el rol del UNFPA en el país. **En este sentido lo más importante de una entrevista con un donante bilateral o multilateral es (1) indagar sobre cual es la situación en el país en términos de uso sostenido de los datos del censo para formulación de políticas basadas en evidencias; (2) indagar, en este contexto, cual es la percepción del valor agregado y de las fortalezas comparativas del UNFPA; (3) preguntar sobre el grado de alineamiento con las necesidades del país (percibidas desde el punto de vista de los donantes); y (4) tratar el tema de cooperación Sur-Sur, dado que los donantes tienden a tener una visión amplia también en este sentido.**

Los aspectos principales son aquellos que aspectos que deberían cubrirse necesariamente en la entrevista. Si el entrevistado dispone de tiempo muy limitado la entrevista debería centrarse solo en estos aspectos.

Aspectos principales	
EQ3	Aumento sostenido en el uso
EQ8	Fortalezas comparativas y valor añadido
EQ1	Alineamiento (A1.2 y A1.2)
EQ5	Cooperación Sur-Sur

Son aspectos importantes ya que responden a áreas donde el entrevistado nos puede proporcionar información, pero van en un segundo lugar, siempre después de los aspectos principales.

Aspectos complementarios	
EQ2	Apoyo eficaz

Antes de terminar la entrevista el evaluador tendrá que añadir una **pregunta de cierre** y una serie de **preguntas de enlace**. Las preguntas de enlace son preguntas que nos enlazan con otras entrevistas planeadas con otros actores; y con la posibilidad de realizar una segunda entrevista con alguien de la institución a la que estamos entrevistando.

INTRODUCCIÓN

A) Las personas del equipo de evaluación deben presentarse, presentar la evaluación (objetivos y alcance), y también presentar el propósito de la entrevista, esto es, porqué creemos que es importante tener la reunión con la/el entrevistada/o. Hablar también de la confidencialidad del tratamiento de las respuestas del entrevistado/a en base a los estándares de evaluación de UNEG.

B) Una vez hechas la presentación lo siguiente es comprobar el grado de implicación tanto de la institución como del entrevistado en el censo (primero) y con el apoyo de UNFPA en el proceso del Censo (segundo). En este sentido la(s) pregunta (s) de inicio (*opening question*) es:

Pregunta para el entrevistado/a:

*Antes de entrar en cuestiones concretas que nos gustaría conversar con usted, le agradeceríamos que nos hiciera un **breve resumen/presentación de cual ha sido su relación e interacción**, (a) con el proceso del censo (en cualquiera de sus fases) y (b) con el apoyo que el UNFPA a proporcionado al proceso del censo.*

Nota: cuando se haga esta pregunta es importante mencionar al entrevistado si tenemos constancia o no de su participación en base a los documentos que hemos analizado previo a la entrevista. Esto es importante para que quede claro, por una parte, que nos hemos preparado la entrevista antes de realizarla y por otra parte, como muestra de respeto al entrevistado. En el caso particular de la **Mesa de Coordinación de Donantes** (*Donor Coordination Roundtable*) hacer la pregunta adaptándola al rol de la Mesa en el proceso del censo.

A continuación se formulan las preguntas clave para cada uno de los aspectos principales y complementarios a cubrir durante la entrevista. El orden de las preguntas es tentativo dado que la segunda pregunta y las siguientes van a depender de la línea de conversación que se genere en base a la respuesta a la pregunta de inicio (*opening question*). De todos modos se recomienda al entrevistador reconducir la entrevista de modo que primero se traten los aspectos principales.

ASPECTOS PRINCIPALES

EQ7 – Aumento sostenido en uso

Pregunta para el entrevistado/a:

P1. Cree usted que los datos del censo se utilizan para toma de decisiones o para la elaboración de planes en el país?

Si es así, podría darme algunos ejemplos?

Si no es así, cuales son los factores que explican que no los utilicen?

Lista de control

Cuando respondan a la pregunta y den ejemplos, comprobar si hay ejemplos en la formulación de planes o políticas relacionadas con la mejora de los derechos y salud sexual reproductiva, igualdad de género y juventud.	✓
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Pregunta para el entrevistado/a:

P2. Cree que ha habido variaciones en el uso de los datos del censos en los últimos años en el país. Se utilizan los datos del censo ahora que antes? Sí, no? Cuales cree usted que son las razones/motivos?

Lista de control

Comprobar si alguna de las actividades de apoyo que ha hecho UNFPA está entre las razones. Si es así ahondar más sobre tales razones/motivos	✓
Si se considera conveniente, preguntar directamente: <i>cree usted entonces que las actividades de apoyo del UNFPA han sido un factor que ha contribuido a que ustedes utilicen más o de mejor manera los datos del censo? Porqué?</i>	✓

EQ8. Fortalezas comparativas y valor añadido

Pregunta para el entrevistado/a:

P3. Relacionado con la pregunta anterior, cree usted que el UNFPA presenta algún tipo de fortalezas comparativas en cuanto al apoyo que da a los censos? Si es así, cuales son? (en otras palabras, qué hace especialmente bien / mejor el UNFPA cuando se trata de apoyar a los censos?)

En los planes estratégicos del UNFPA, la creación de alianzas con otros actores, el fortalecimiento de las capacidades nacionales y la integración en su quehacer de aspectos de derechos humanos y de género, son aspectos clave. Esto quiere decir que se espera, a nivel interno, que esto sean características / atributos de la institución. Las reuniones con donantes es uno de los espacios útiles para comprobar si es así. Por lo tanto, es importante prestar especial atención a la lista de control siguiente:

Lista de control

Si el establecimiento de alianzas (<i>partnerships</i>) no es una de las fortalezas que se han mencionado, preguntar el porqué? (porque no lo han mencionado? Es porque el UNFPA no hace esfuerzos visibles en cuanto a alianzas, o porque las alianzas que hace no son pertinentes?..)	✓
Si el fortalecimiento de capacidades nacionales no es una de las fortalezas que se han mencionado, preguntar el porqué? (porque no lo han mencionado? Es porque el UNFPA no hace esfuerzos visibles en cuanto a fortalecer capacidades nacionales? Porqué otra razón?)	✓
Si la incorporación de aspectos de derechos humanos y género no es una de las fortalezas que se han mencionado, preguntar el porqué? (porque no lo han mencionado? Es porque el UNFPA no hace esfuerzos visibles en este sentido? Porqué otra razón?)	✓
Si por el contrario, alguno de los tres aspectos anteriores ha sido mencionado como fortaleza comparativa del UNFPA, preguntar al entrevistado/a que detalle la respuesta: estaríamos muy interesados en entender bien qué hace especialmente bien el UNFPA en este aspecto concreto (alianzas, capacidades nacionales, DDHH /género), podría por favor detallarnos más la respuesta?	✓

EQ1. Alineamiento (A1.2 y A1.2)

Pregunta para el entrevistado/a:

P4. Cree usted que el apoyo brindado por el UNFPA estuvo acorde con las necesidades del país en general, y del gobierno en particular (dada la situación de pobreza/desigualdad y los problemas a los que se enfrenta el país). En otras palabras, apoyó el UNFPA en la realización del censo en las áreas en las que usted piensa que se precisaba más apoyo? (sí, no? Porqué?)

Lista de control

Preguntar en algún momento al entrevistado en base a qué sustenta su opinión sobre cuales son las necesidades del gobierno/país (qué documentos? Análisis? Percepciones personales?)	✓
Asegurarse de que si la respuesta es "no", "solo en parte", el entrevistado explica cuales son las áreas que se deberían haber apoyado y no se apoyaron y las implicaciones de no haberlas apoyado	

EQ5. Cooperación Sur-Sur

Pregunta para el entrevistado/a:

P5. Cuales han sido a su juicio las iniciativas de cooperación Sur-Sur en relación al censo que han tenido una mayor repercusión el país? (qué tipo de repercusión han tenido, cómo y porqué?) Jugó un papel relevante el UNFPA en la promoción y facilitación de algunos de estos intercambios?

Lista de control

En el caso de que haya habido iniciativas de Cooperación Sur-Sur significativas, pedir al entrevistado todos los detalles posibles sobre las instituciones y personas implicadas	✓
En el caso de que UNFPA haya estado involucrada en alguna de estas iniciativas, preguntar sobre el valor que aportó UNFPA en el proceso del intercambio	✓

ASPECTOS COMPLEMENTARIOS

EQ 2 - Apoyo eficaz

P6. Desde su punto de vista, y con la información que tiene, en qué áreas y fases del censo ha brindado el UNFPA un apoyo más eficaz/útil? (en la preparación?, en la enumeración, en el análisis, en la diseminación? Y qué tipo de apoyo cree usted que ha sido el más eficaz y porqué? (por tipo de apoyo nos referimos a facilitar el diálogo político, asistencia técnicas, asesoramiento, apoyo financiero, facilitación de iniciativas de cooperación Sur-Sur)

Lista de control

Si esta pregunta ya ha sido tratada cuando se ha preguntado sobre las fortalezas comparativas, no formularla, se puede omitir.	✓
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PREGUNTAS DE ENLACE

Antes de darle las gracias al entrevistado por su tiempo y sus aportes añadir: *Y antes de despedirme no quería irme sin pedirle su opinión sobre otras personas con las que cree usted que debería hablar dado el objetivo del censo y el tipo de información que ha comprobado que estamos buscando:*

¿Con quién más cree usted que debería hablar en su organización o con qué otras instituciones o personas más allá de su organización para complementar lo que usted me ha explicado o para tener otros puntos de vista?

Agradecer al entrevistado/a su tiempo y sus aportes, comentarle cuando estará disponible el informe de evaluación y darle los datos de contacto del evaluador por si quiere contactar al equipo para realizar más aportes o preguntar cualquier tipo de aclaración sobre la evaluación.

Annex 9 Key Country Data

9.1. COUNTRY FACT SHEET: REPUBLIC OF PERU

Land	
Geographical location	Western South America
Land area	1,284,175 km ²
Terrain	Diverse: Dry coast (<i>Costa</i>), Andes mountain range (<i>Sierra</i>), Amazonian rainforest (<i>Selva</i>)
Particularities	Highly seismic Coast; one of world's biological 'megadiversity' countries
People	
Population (2014, projection) ⁷⁹	30,814,175
Government	Representative democracy, presidential system
Capital city	Lima (on the coast; approx. 10 million inhabitants)
Independence	1821
Seat held by women in national parliament ⁸⁰	22%
Social indicators	
Human Development Index rank ⁸¹	82
Life expectancy at birth ⁸²	74.4
Under-5 mortality (per 1000 live births) ⁸³	18
Maternal mortality (deaths of women per 100,000 live births) ⁸⁴	93
Percentage of all maternal deaths in girls aged 17 or under ⁸⁵	70
Public spending in health (% of GDP) 2010-2011 ⁸⁶	2.7
Births attended by skilled health personnel % ⁸⁷	89.1
Adult literacy (% aged 15 and above) ⁸⁸	89.6
Unmet need for family planning % ⁸⁹	9
Adolescent pregnancy rate 15-19 years of age % ⁹⁰	13
Adolescent fertility rate (births per 1000 women aged 15-19) ⁹¹	51
Total HIV prevalence 2012 % ⁹²	0.4
Net enrolment ratio in primary education %	97 (male), 97.2 (female)
Economic indicators	
Gross Domestic Product GDP, PPP ⁹³	11,360
GDP Growth rate % (annual) ⁹⁴	6.2 (average 2002-2013)
Economically active population	16.142 million*
Health coverage	61.9%*
Households with access to safe drinking water	82.5%*
Households with mobile telephones	79.7%*
Households with access to Internet	20.2%*
Main exports	Metals (silver, copper, zinc, gold), fish meal
GINI index ⁹⁵	0.39 (2010)
*INEI December 2014	
Population references	
Population growth rate 1993-2007 ⁹⁶	1.5
Urban population growth 1990-2012 %	2*
Urban population 2012 %	77.6*
Population 15-29 years of age % ⁹⁷	27
* http://www.unicef.org/infobycountry/peru_statistics.html	

⁷⁹ INEI December 2014

⁸⁰ UNFPA Flyer on women in Peru, 2014

⁸¹ HDR 2014 Country notes, http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/PER.pdf

⁸² INEI December 2014

⁸³ http://www.unicef.org/infobycountry/peru_statistics.html

⁸⁴ UNFPA Flyer on Sexual and reproductive health, 2014

⁸⁵ UNFPA Flyer on Teenage pregnancies 2014

⁸⁶ http://www.unicef.org/infobycountry/peru_statistics.html

⁸⁷ INEI ENDES 2013

⁸⁸ http://www.unicef.org/infobycountry/peru_statistics.html

⁸⁹ INEI ENDES 2013

⁹⁰ UNDP-Peru MDG Report 2013

⁹¹ <http://data.worldbank.org/indicator/SP.ADO.TFRT>

⁹² http://www.unicef.org/infobycountry/peru_statistics.html

⁹³ <http://data.worldbank.org/indicator/NY.GNP.PCAP.PP.CD>

⁹⁴ <http://www.imf.org/external/pubs/ft/scr/2014/cr1421.pdf>

⁹⁵ World Bank Country Partnership Strategy 2012-2016

⁹⁶ INEI December 2014

⁹⁷ UNFPA Flyer on Youth 2014

Millennium Development Goals (MDGs)*	
1 Eradicate Extreme Poverty and Hunger	Poverty and extreme poverty halved 2007-2012, pockets of malnutrition remain (with significant regional and ethnic variations)
2 Achieve Universal Primary Education	Practically achieved in quantitative terms (net enrolment ratio 96%) but deficiencies remain in terms of quality of primary education
3 Promote Gender Equality and Empowerment of Women	School enrolment gender gaps almost closed (in some cases in favour of girls). Salary disparity still 30%, and gender violence prevalent
4 Reduce Child Mortality	Achieved: Infant and under-5 mortality goals achieved 5-7 years ahead of planned
5 Improve Maternal Health	On track, full achievement depending on the reduction of teenage pregnancies
6 Combat HIV/AIDS, Malaria and other Diseases	HIV/AIDS prevalence stable since 1996. Some progress in combat against malaria and tuberculosis
7 Ensure Environmental Sustainability	Improvements in access to housing, safe drinking water and sanitation; degradation of biodiversity and unsustainable use of natural resources increasing; no reduction in CO ₂ emissions
8 Develop a Global Partnership for Development	Openness of economy increasing; foreign debt 11.8% of GDP, ⁹⁸ HIV/AIDS and cancer treatments free of VA taxes; ICT connectivity increasing

*UNDP-Peru MDG Report 2013

⁹⁸ World Bank Country Partnership Strategy 2012-2016

9.2. DEVELOPMENT CHALLENGES ON UNFPA MANDATE AREAS IN PERU

Reproductive and sexual health

Maternal mortality in Peru is currently 93 dead women due to child bearing related causes for 100,000 live births. The regional variation in this indicator is large and teenagers have a higher probability of dying because of pregnancy than adult women (>19). 70 per cent of all child bearing related deaths in Peru happen in teenagers below 17 years of age. In spite of this, the 2013 MDG Report considers that Peru is in a good position to reach the development goal of less than 66 deaths related to pregnancy, the progress in declining maternal mortality having been 66 per cent between 1991 and 2011.⁹⁹

Only 52 per cent of women living with a couple use modern family planning methods and 45 per cent of pregnancies are planned. The unsatisfied need of contraceptive methods is estimated at nine per cent on the average, with variation according to educational level of the woman (13.3 per cent in women without higher education, and 6.8 per cent in women with higher education). The desired number of children continues to be significantly lower than the real number of children per woman (3.5 versus 2.1 in rural areas, 2.3 versus 1.7 in urban areas). However, practically every Peruvian woman is aware of a family planning method, traditional and modern combined. While 99.8 per cent of women living in couple know at least one modern contraceptive method, the actual use of modern methods is almost half of this figure. Only 9.3 per cent of women had used condom the month previous to the survey.¹⁰⁰

The great majority of pregnant women (95.8 per cent) have received professional medical prenatal attention, and 89.1 per cent of births are attended by a qualified medical professional. In rural areas the percentage is significantly lower (71.3 per cent), whereas in cities/towns practically all births happen under professional medical care. This difference also explains the higher maternal mortality rates in rural areas.

Youth and adolescents

Youth and adolescents between 15-19 years of age represent 27 per cent of the Peruvian population and 75 per cent of them live in cities.¹⁰¹ Teenage pregnancies are still a problem in Peru, and the proportion of girls between 15 and 19 years of age who are or have been pregnant has remained around 13 per cent over the past decade. This means that the reduction in total fertility rates has happened in all age groups except in adolescents. Regional variation is large. While in urban areas nine per cent of the age group are or have been pregnant, in the Amazonian lowlands the percentage can be as high as 28 per cent, and up to 38 per cent among adolescents speaking indigenous languages. Income differences are significant too. While six per cent of teenagers in the highest income group are or have been pregnant, the percentage goes up to 26 per cent in the lowest income group. In cities, teenage pregnancies are more common in marginal

⁹⁹ For references in this paragraph see: UNFPA Flyer on Sexual and reproductive health, 2014; UNFPA Flyer on Teenage pregnancies, 2014; and UNDP-Peru MDG report, based on ENDES 2011.

¹⁰⁰ For references in this paragraph see: UNFPA Flyer on Sexual and reproductive health, 2014; ENDES 2013; UNFPA Flyer on Sexual and reproductive health, 2014; and INEI ENDES 2013.

¹⁰¹ For references in this paragraph see: UNFPA Flyer on Youth and adolescents, 2014; UNDP-Peru MDG Report 2013 and UNFPA Flyer on Teenage pregnancies, 2014.

areas, but as shown by the percentage of teenage mothers in the highest income group, they are not limited to poorer urban areas only.

Considering that so large a percentage of maternal mortality (70 per cent) happens in teenage pregnancies (under 17 years), a reduction in pregnancy rates among youth and adolescents would be an important means to reach the MDG 5 on maternal mortality.

Gender equality

Peru does not present a demographic gender bias: women are 50.5 per cent of the total population, which corresponds to a normal situation. While 80 per cent of illiterate persons in Peru are women, school enrolment rates are about equal for boys and girls and in some cases can even be higher for girls than for boys.¹⁰²

Peru has a score of 0.387 in the Gender Inequality Index (GII), situating the country in position 77 out of 149 countries, practically in the middle of the ranking. Gender based violence is rather high: 44 per cent of Peruvian women report having suffered from physical or psychological violence of the partner. More than 550 women were killed in the last five years by their husbands or partners and in 2011 the legislation on gender based murders (femicides/parricides) was tightened and a new Article in the penal code includes in this category also those murdered by any male acquaintance like neighbor or harasser, not only current or ex partners and husbands. The maximum punishment went up from 15 to 25 years (*Ley 29819*). The average income of women represents only 67 per cent of that of males and female parliamentarians represent a 22 per cent of the total.¹⁰³

The Social Institutions and Gender Index (SIGI)¹⁰⁴ ranks Peru in the low category in several indicators. In this case the rank is to be read in the sense that Peru has a very low level of “son bias” (favoritism towards sons), low levels of restrictions in physical integrity and civil liberties, and medium levels of discrimination in civil code and access to resources and assets. The capacity of women to negotiate with partners/husbands is increasing in Peru. In 2009, 80.9 per cent of women agreed that it was correct to refuse sexual intercourse for all the four reasons asked for in the survey if it would put in danger her physical or moral integrity; in 2013 the percentage was up to 85.7 per cent.¹⁰⁵ The 2012 Demographic and Health survey (ENDES in Spanish) found that lower infant mortality correlates with higher negotiating power of women, measured in terms of number of issues at the household where the wife/woman makes the ultimate decision.

¹⁰² For references in this paragraph see: Missing women: 0, Social Institutions and Gender Index (SIGI) of OECD; <http://genderindex.org/country/peru> (Accessed 10.12.2014); UNFPA Flyer on Women in Peru, 2014. Female illiteracy is 9.3 per cent and UNDP-Peru MDG Report 2013.

¹⁰³ For references in this paragraph see: HDR 2014 Country notes, http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/PER.pdf (accessed 10.12.2014). Some statistics in this Peru HDR country note differ from those used by UNFPA and others. E.g. maternal mortality is indicated at 67 per 1000,000 live births, compared to 93 in other sources; UNFPA Flyer on Women in Peru, 2014.

¹⁰⁴ OECD Development Centre, <http://genderindex.org/country/peru>

¹⁰⁵ INEI ENDES 2013. The four reasons listed were a) tired or unwilling, b) given birth recently, c) partner/husband is unfaithful, and d) partner/husband has sexually transmitted disease. When the women agreed in less than all the four reasons, the percentages varied between 91 and 96.5.



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