



Evaluation of International Assistance Programming in Peru

2013-14–2018-19



International Assistance Evaluation Division (PRA)
Global Affairs Canada
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Acronyms and Abbreviations

ARI	Andean Regional Initiative	KFM	Partnerships for Development Innovation Branch
CANEF	Canadian Fund for the Extractive Sector in Latin America and the Caribbean	LGBT	Lesbian, Gay, Bisexual and Transgender
CEPLAN	National Center for Strategic Planning	MEDA	Mennonite Economic Development Associates
COCAP	Canadian CSO Coordinator in Peru	MEGAM	Management of Mining and Energy Activities in Peru
CICAN	Colleges and Institutes Canada	MESAGEN	Gender Coordination Table
CIES	Economic and Social Research Consortium	MFM	Global Issues and Development Branch
CINDES	Peasant Development Research and Support Center	MIC	Middle-income Country
CISAL	Sustainable and Inclusive Communities in Latin America	NDP	Peru Development Program
CPTFA	Canada-Peru Free Trade Agreement	NGM	Americas Branch
CUSO	Canadian University Service Overseas	NLG	Inter-American Program
DAC	Development Assistance Committee	ODA	Official Development Assistance
DP	Ombudsperson's Office	ODI	Overseas Development Institute
DPD	International Assistance Operations	OECD	Organization for Economic Cooperation and Development
EDM	Expert Deployment Mechanisms	PRA	International Assistance Evaluation Division
FCM	Federation of Canadian Municipalities	PRODIVCOM	Promoting Economic Competitiveness and Diversification in Extractive Regions of Peru
FIAP	Feminist International Assistance Policy	ProGob	ProGobernabilidad
FORGE	Strengthening Management of the Education Sector in Peru	PROSEMER	Program for Sustainable and Efficient Management of Energy Resources in Peru
FORMAGRO	Agricultural Training Program and Support of Youth Entrepreneurship In Peru	PVP	International Assistance Policy Coordination
FSS	Field Support Services	SGBV	Sexist Gender-based Violence
GAC	Global Affairs Canada	SOCODEVI	Canadian Cooperation Society for International Development
GBV	Gender-based violence	SRHR	Sexual and Reproductive Health and Rights
GDP	Gross Domestic Product	SUCO	Solidarity Union Cooperation
GRADE	Group for the Analysis of Development	TC	Technical Cooperation
IBE	Intercultural Bilingual Education	UN	United Nations
IDB	Inter-American Development Bank	UNDP	United Nations Development Programme
IDS	Institute of Development Studies	UNICEF	United Nations Children's Fund
IFC	International Finance Corporation	USAID	United States Agency for International Development
IFM	International Security and Political Affairs Branch	VCA's	Volunteer Cooperation Agencies
IMPACT	Integrity, Mobilization, Participation, Accountability, Anti-Corruption and Transparency	VCP	Volunteer Cooperation Program
IMSA	Innovation and Mobilization for Food Security	WEE	Women's Economic Empowerment
		WUSC	World University Service of Canada
		WVL	Women's Voice and Leadership

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Executive summary

Evaluation overview

Global Affairs Canada's International Assistance Evaluation Division (PRA) conducted an evaluation of Canadian development programming in Peru from 2013-14 to 2018-19. The evaluation aimed to inform decision-making, promote learning and improve Canadian programming. Evaluation questions covered effectiveness, gender equality and sustainability; responsiveness within a middle-income country; and policy and program coherence.

Key findings

Canada's development cooperation with Peru was recognized for its significant contribution to decentralization, institutional strengthening and inclusive governance. New approaches for cooperation were introduced, and Canadian technical assistance was considered to be of high quality, strategic and value based. Having a feminist policy increased Canada's profile and contribution to gender equality and women's empowerment.

In the education sector, Canada's specialized and long-term support contributed to sustained improvement to educational outcomes. Education programming evolved to reflect changing Peruvian and Canadian priorities, building on the success of past projects. Governance-focused programming provided strategic institutional support and technical assistance that helped to establish and strengthen Peru's Office of the Ombudsman (ombudsperson's office).

In the sustainable economic growth sector, programming aimed at diversifying economic opportunities for rural populations facilitated the promotion and adoption of cooperative models in Peru. Substantive legacy programming to support the sustainable development of Peru's extractives sector helped to advance areas such as conflict prevention, environmental management, and transparency and efficiency in the use of mining revenues. However, some projects faced design and implementation challenges that limited their effectiveness.

Overall, Canadian cooperation remained well aligned to Peruvian priorities. Development cooperation continued to play a significant role in advancing bilateral relations, particularly as other donors were exiting Peru. However, there were challenges in communicating Canada's full cooperation portfolio. Medium-term plans for cooperation with Peru were not clear or consultative. Internally, there was limited direction on priorities and ways of working in middle-income countries. Opportunities to evolve the role of cooperation, within Canada's broader bilateral relationship with Peru, were identified.

Recommendations

1.To respond to Peru's specific needs as a middle-income country, the Peru Development Program (NDP) should focus policy and programming initiatives on capacity building of Peruvian government and civil society partners at all levels.

2.Implement the departmental approach for developing comprehensive country strategies leveraging the departmental planning and reporting system process (Strategia) and establish a process to publish them. A comprehensive country strategy for development cooperation with Peru should be developed.

3.International Assistance Policy Coordination (PVP) should provide policy guidance on international assistance in middle-income countries, focusing on productive partnerships for transition.

4.International Assistance Operations (DPD) should provide operational guidance on international assistance programming in middle-income countries, focusing on productive partnerships for transition.

Peruvian context



Sources:

The Economist Intelligence Unit. Peru Country Report. February 1, 2020.
International Organization for Migration. *DTM Reporte 7. Monitoreo de Flujo de Población venezolana en el Perú* [DTM Reporte 7. Venezuelan population flow monitoring in Peru], January 2020.
World Bank Development Indicators:
<https://data.worldbank.org/country/peru?view=chart>
World Data Atlas – Peru – Poverty:
<https://knoema.com/atlas/Peru/Poverty-rate-at-national-poverty-line>
Femicide in Peru from January 2009 to June 2018 report. Crime Observatory of the Public Prosecutor’s Office.
Portal Estadístico del Programa Nacional Contra la Violencia Familiar y Sexual. Formas de la violencia 2020 [Forms of sexual violence, 2020]:
<https://portalestadistico.pe/formas-de-la-violencia-2020>
OECD Multi-dimensional Country Review of Peru, 2019.
Instituto Nacional de Estadística e Informática [National Institute of Statistics and Information], 2018.

Political system and governance

Peru is one of the oldest democracies in the region and has an active civil society. Political participation, in the form of voter turnout and anti-corruption efforts, has been rising in recent years. However, governability challenges remain. The Economist Intelligence Unit’s 2019 Democracy Index classified Peru as a “flawed democracy,” citing a public trust deficit due to weak democratic institutions.

Pressures on Peru’s political, social and economic institutions have increased in recent years with the deteriorating humanitarian crisis in Venezuela. Nearly 900,000 Venezuelan migrants entered Peru between 2017 and 2019.

Economic and social development

Peru, an upper middle-income country, has experienced one of the fastest-growing economies in South America. GDP growth, averaging 6% over the past decade, was accompanied by a significant decrease in poverty rates (from 56% in 2005 to 20.5% in 2018).

However, progress has showed signs of fragility and socioeconomic gains have been unevenly distributed. In 2017, Peru’s poverty rate increased by over 1%, rising for the first time since 2001. Additionally, poverty levels remained high in rural areas, reaching up to 60% in some regions. Women, girls and Indigenous people were among the most affected.

The OECD’s 2019 Multi-dimensional Country Review notes that to transition to a high-income economy Peru must overcome a number of “development traps” associated with low levels of productivity, persistent vulnerability across large segments of society, institutional weaknesses and environmental sustainability.

Gender equality

While some progress has been made in closing the gender gap, significant gender inequalities remain. Women’s labour income was reported to be 70.6% of male labour income, with 70% of working-age women participating in the labour force. Additionally, Peru reported the second highest rate of gender-based violence in the region, affecting women of all socioeconomic levels and age groups. Femicide increased 11% from 2018 to 2019, and pregnancy among school-aged girls and Indigenous girls in the Amazon rose 36% and 38%, respectively.

Environment and climate change

Peru is among the most vulnerable countries in the world to the effects of climate change. For global climate hazard risks, Peru ranks third, after Bangladesh and Honduras. Nearly half of the Peruvian territory, home to 36% of the population, is categorized as facing either “high” or “very high” climate vulnerability, according to the Peruvian Ministry of the Environment. The negative effects of climate change disproportionately affect vulnerable populations, particularly Indigenous women.

Donor context

Snapshot of Canada-Peru bilateral relations

- In 1944, Canada and Peru established full diplomatic relations. In 2019, the two countries celebrated the 75th anniversary of bilateral relations.
- Canada was the fifth-largest bilateral donor in Peru in FY 2016-17 after the United States, Germany, Japan and Switzerland.
- 2019 marked the 10th anniversary of Canada-Peru Free Trade Agreement.
- Peru is Canada's third-largest bilateral trade partner and destination for Canadian direct investment in South America after Brazil and Chile.

Sources:

OECD Aid at a glance charts:

<https://www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm>

Global Affairs Canada. *Statistical Report on International Assistance 2017-2018*

Agencia Peruana de Cooperación Internacional.

Ministerio de Relaciones Exteriores: "Situación y Tendencias de la Cooperación Técnica Internacional en el Perú" [Peruvian International Cooperation Agency - Ministry of Foreign Affairs "Situation and tendencies in international technical cooperation in Peru"] (2018)

OECD Multi-dimensional Country Review of Peru. 2019.

Bilateral relations

Canada and Peru have a strong and multifaceted bilateral relationship encompassing commercial, political, development and defence links. Shared common objectives include democratic values, human rights, gender equality, multilateralism and open markets.

Trade and investment have expanded in recent years, facilitated by the implementation of the 2009 Canada-Peru Free Trade Agreement (CPFTA). In 2018, bilateral trade reached \$2.18 billion, with Canadian foreign direct investment totalling \$14.25 billion. This has been largely driven by the extractives sector and financial services. Canada continues to deepen its trade relations with Peru through different regional trade and investment agreements, as well as through its engagement in the Pacific Alliance.

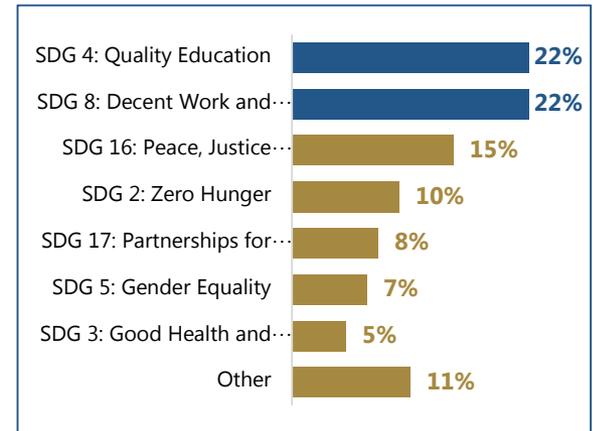
Official development assistance

Peru does not depend on foreign aid. Net official development assistance (ODA) totalled US\$450 million in 2018, representing 0.2% of gross national income. As an upper middle-income country, Peru has undertaken ambitious reforms toward reaching OECD standards in several sectors.

In recent years, France, United Kingdom, Belgium and the Netherlands have largely exited Peru while keeping lines of cooperation open in the areas of financing for scientific research, climate change and support for civil society organizations.

Canada's main counterparts are the Direction of International Cooperation at Peru's Ministry of Foreign Affairs and the Peruvian International Cooperation Agency.

In 2018, bilateral cooperation primarily supported the achievement of the sustainable development goals for quality education and decent work and economic growth.



Donor coordination

Canada was active in a number of donor round tables during the evaluation period. These included groups focusing on gender equality, social conflict prevention, human rights and democracy, decentralization and state modernization, and the environment.

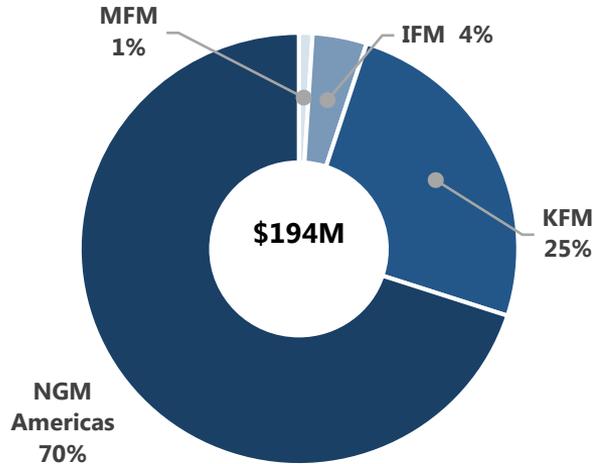
In recent years, Peru has been collaborating with other donors through triangular cooperation programs. Additionally, Peru has been participating in a number of South-South development cooperation initiatives with other Latin American countries.

Global Affairs Canada programming

Program disbursements

Between 2013-14 and 2018-19, international assistance disbursements to Peru totalled \$194 million, with average annual disbursements of \$32 million. The Americas Branch (NGM) disbursed the majority of funds (70%), followed by the Partnerships for Development Innovation Branch (KFM). The International Security and Political Affairs Branch (IFM) allocated less than \$8 million on multi-country initiatives focused on improving local capacities on nuclear and radiological security and anti-crime. Relatively small disbursements by the Global Issues and Development Branch (MFM) focused on humanitarian responses to natural disasters and the Venezuela crisis.

International assistance disbursements, by branch, from FY2013-14 to FY2018-19



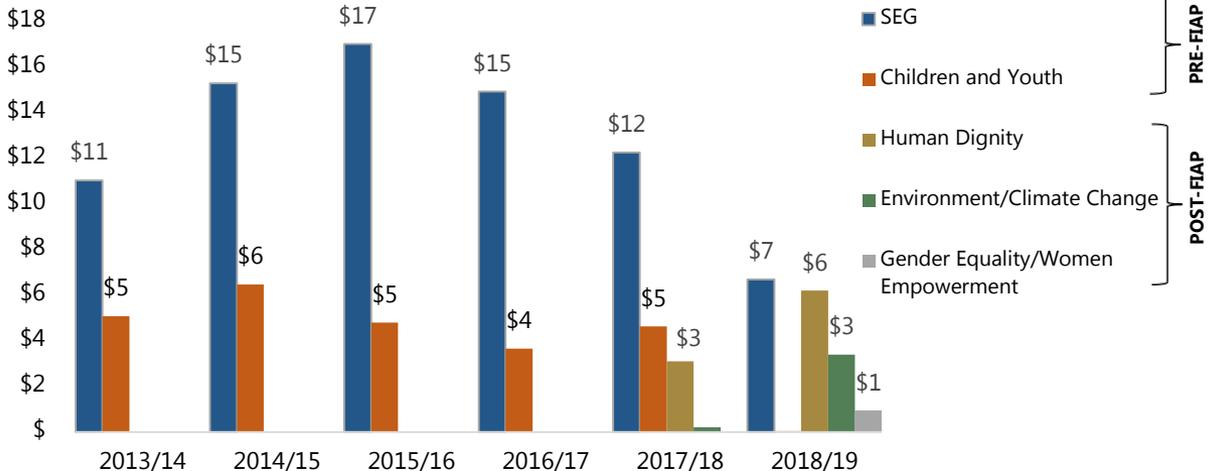
Source: Chief Financial Officer, Global Affairs Canada, 2020

Americas Branch (NGM)

The Americas Branch disbursed \$136 million. The majority of funding (\$121 million) supported bilateral development programming in areas of sustainable economic growth and children and youth. The Inter-American Program (NLG) disbursed the remaining \$15 million as part of regional initiatives. Projects largely focused on supporting national and municipal governments to manage and improve regulations in the extractives sector.

Since 2017, programming has been shifting toward gender equality, inclusive governance and environment and climate action to align with the Feminist International Assistance Policy. This included initiatives focusing on

Evolution of bilateral programming disbursements, by sectoral area of focus and action areas, from FY2013-14 to 2018-19 (\$million)



sexual and reproductive health and rights, climate change resilience, public sector reform, strengthening local women’s organizations, and economic diversification in rural areas.

Partnerships for Development Innovation Branch (KFM)

KFM programming disbursements (\$47 million) supported multi-country initiatives in agriculture and cooperative development, health, education and governance. Additionally, KFM engaged Canadians through voluntary cooperation and youth internship programs. Key partners included CUSO International, Canada World Youth, Oxfam-Quebec, Consortium WUSC/CECI and Canadian Cooperative Association.

Evaluation scope and questions

The evaluation covered a six-year period, from FY 2013-15 to December 2019. The scope of the evaluation:

- considered both project and non-project activities (e.g. policy dialogue and advocacy, donor coordination);
- included all bilateral development projects that were operational during the evaluation period;
- included a purposive sample of projects supported through KFM and the Inter-American Regional Program (NLG); and
- did not include humanitarian and security and anti-crime projects, due to low disbursements over the evaluation period.

Evaluation questions

Results (i.e. effectiveness, gender equality, sustainability)

1. To what extent has development programming contributed to expected outcomes in areas of children and youth (education) and sustainable economic growth*, and to emerging results in areas of human dignity, inclusive governance and environment and climate change?
2. To what extent has programming contributed to gender equality results and the empowerment of women and girls?
3. Is there evidence that results have been sustained in areas where support has ended? What is the likelihood that the results achieved will continue?

*See Annex 1 for the logic model for legacy programming in the areas of children and youth and sustainable economic growth.

Responsiveness within a middle-income country

4. To what extent has international assistance programming responded to evolving needs and opportunities in Peru?

Program and policy coherence

5. To what extent were initiatives across development programming (bilateral, regional, partnership) coherent? To what extent were initiatives across departmental engagement (development, trade, diplomacy) coherent?

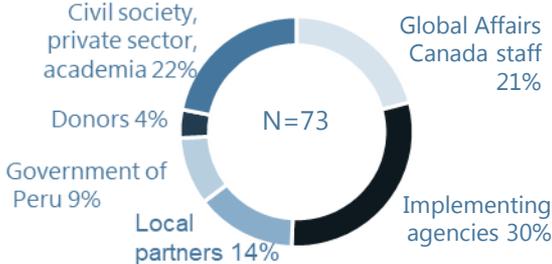
Methodology

The methodology was informed by utilization-focused and mixed-method approaches, aimed at making the evaluation useful for key stakeholders and supporting decision-making. Evaluation limitations are identified in Annex II.

The key lines of evidence are described below. In addition to this evaluation report, case study reports focusing on Canada’s contribution to transformative change in the education sector and the ombudsperson’s office were prepared.

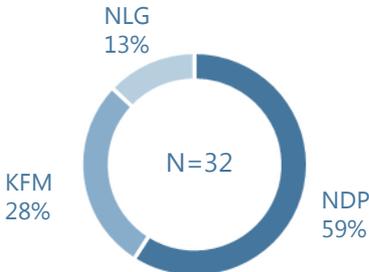
Semi-structured interviews

The evaluation team conducted 73 interviews, divided as follows:



Project review

The evaluation team conducted a systematic document review for all bilateral development projects (NDP), plus a sample of regional (NLG) and partnership (KFM) projects. See Annex IV for full list of projects.



Project site visits

Project site visits included individual and group interviews of beneficiaries of 11 projects (9 bilateral and 2 partnerships). Site selection was thematic driven to focus on governance, sustainable economic growth, climate change, education, and sexual and reproductive health and rights in 5 regions of Peru. See Annex III for list of projects visited.

Twenty-four group interviews were conducted with 241 participants (112 females, 129 males), primarily project beneficiaries.

Case studies

To assess the sustainment of results, the evaluation team took a portfolio approach by assessing results across sectors and over time. Initial document review and interviews pointed to Canada’s contribution to transformative change in the education sector and the ombudsperson’s office. In-depth case studies (detailed in separate reports) then traced how Canadian cooperation, through multiple projects over a period of more than 20 years, contributed to overall changes.

Document review

Review of internal Global Affairs Canada documentation:

- policy documents
- planning and strategy documents
- briefing notes and memos
- public reports
- evaluations, audits, reviews

Literature review

Review of academic publications as well as secondary sources:

- academic, peer-reviewed books and articles on Peru, international aid in a middle-income country
- publications by the Peruvian government
- publications by key international organizations such as the World Bank and the United Nations.

Financial analysis

A financial analysis was conducted on Global Affairs Canada disbursements data in Peru.

Findings – Education

“Canada’s leadership and consistent presence in the education sector throughout the years have helped to maintain, sustain and define this sector.” - International Implementing Partner

Transformative change in education

Canada contributed to a transformative impact in education through:

Long-term commitment: Canada supported education reform for 20 years, which enabled Canada to build credibility and trust with key Peruvian partners.

Knowledge of Peru’s needs: Canada had a good understanding of Peru’s priorities to develop its education system.

Strong partners with right expertise: The Peruvian government valued the high-quality and strategic technical expertise provided by UNICEF and other Canadian partners. Implementing agencies were able to reach decision makers and target populations.

Strengthened framework and system: Canada helped strengthen education management, policies and legislation, which created an enabling environment.

Demonstrative effect: Education projects generated and tested strategies and models that were replicated by Peru’s education ministry at the national level.

Education programming evolved to reflect changing Peruvian and Canadian priorities, showing “change within continuity.”

Education programming funded during the evaluation period built on the success of several projects over the last 20 years. Programming was coherent and incremental, while also reflecting changing policy priorities and Peru’s transition to a middle-income country. Canada’s priorities shifted from children and youth (basic education) to human dignity (inclusive education, sexual and reproductive health and rights), along with a continued focus on technical and vocational education.

Canada’s focus on education, particularly technical training linked to productive and economic growth, aligned with good practices for building human capital in middle-income countries.

Canada was recognized for contributing to transformative change in the education sector.

According to a 2018 OECD assessment, Peru was the only country in the region that showed solid improvements in reading and mathematics learning outcomes over the previous three years. Factors contributing to that progress included increased government spending on education, greater access to early childhood education, free learning materials and improved teacher training. International cooperation also contributed to improved education.

Canada was the largest bilateral donor to education in Peru. Canada advanced the education agenda through programming, policy dialogue and technical assistance. Working with government and civil society partners, Canada contributed to many (indicative) outcomes in education:

- ☑ improved quality and access to gender and culturally sensitive education, particularly for girls, Indigenous youth and rural students
- ☑ strengthened (developed) national laws, policies, plans, curriculum and teacher training for basic, intercultural bilingual, technical/vocational and adolescent education
- ☑ integrated rights-based content about equity, equality and inclusivity into education laws and curriculum at all levels
- ☑ increased government capacity to plan and manage the education system at national, regional and local levels; strengthened decentralized management of education
- ☑ improved governance and accountability by developing consultation mechanisms between levels of government, civil society, academia, private sector and international partners (including policy dialogue / advocacy spaces)

Intercultural bilingual education

No intercultural bilingual education [IBE] existed before the Canadian projects. We didn't have the necessary knowledge or means to go into IBE until the Canadian project let us bring in the technical assistance we needed [through UNICEF]. Without Canadian support, we couldn't have developed the law and started implementing IBE. – Peruvian government partner

Canadian cooperation contributed to the following indicative outcomes in IBE:

- ☑ improved access to quality IBE or early childhood education for over 526,000 children (240,961 girls, 285,825 boys) in five Andean and Amazonian regions
- ☑ improved education outcomes, particularly for Indigenous children. For example, education completion rates in five target regions improved 11.5% from 2009 to 2017, to reach a rate of 70.6%
- ☑ improved the capacity of more than 6,400 principals and teachers to use culturally and gender-sensitive approaches

Canada made a significant contribution to developing intercultural bilingual education, using innovative participatory approaches and building national and regional government capacity to deliver services.

From 2003 to 2017, Canada funded four projects that directly supported intercultural bilingual education (IBE) through the education ministry and the ombudsperson's office. That support included technical assistance to both partners. Canada was the largest international contributor to development of IBE in Peru. Canadian projects helped strengthen the capacity of regional and national education systems, improve coordination between levels and develop new IBE legislation and policy.

The intercultural bilingual education policy was developed through an innovative public consultation process.

The whole experience of public consultations on education policy was new in South America. UNICEF enabled the participation of direct beneficiaries, including the voices of children and adolescents for the first time. UNICEF facilitated prior consultation with Indigenous peoples, including 45 consultations on the IBE policy and implementation plan. – Peruvian government partner

The UNICEF project also used a child-friendly school model that was new in Peru and demonstrated that it was possible to build an IBE system based on children's rights. The project developed educational materials in seven languages; the education ministry later used its own resources to prepare materials in 20 additional languages by 2019.

In seeking to expand IBE coverage, the government faced challenges such as a shortage of educated native speakers as teachers, low social valuation of IBE in Andean communities and limited resources to develop educational materials in all languages.

The intercultural bilingual education experience raised awareness about indigenous rights and enabled the government to adopt an intercultural approach to service delivery in other sectors.

IBE helped promote Indigenous rights, raised awareness and built alliances between government and civil society partners. Canada supported the development of Peru's first ethnolinguistic map and the new IBE legislation, which helped the government develop and implement an intercultural approach to delivering services in other sectors. For example, the health ministry incorporated traditional birthing practices in its programming to reduce maternal mortality.

Education and human dignity

Adolescent education and health



Empowering adolescents

Through a Plan Canada project, 267 adolescents (60% female) received training in leadership, gender equality and SRHR. These “Champions of Change” became peer educators for hundreds of other students. They were empowered to advocate for adolescent rights and change gender relations in their schools, families and communities.

I’m gay and there’s a lot of violence against LGBT [lesbian, gay, bisexual and transgender] people. Champions of Change has taught me that I am equal to everyone, that I have rights.” – Male participant

I’ve learned that women are equal. My father was a machista [male chauvinist] but I’ve helped him change. Now my parents share household chores. – Female participant

The Feminist International Assistance Policy increased Canada’s focus on rights-based, integral adolescent education and health.

Canada’s Feminist International Assistance Policy priorities include giving girls and women equal access to gender-sensitive education and health services including sexual and reproductive health and rights (SRHR), protection of adolescent rights and addressing gender-based violence (GBV). Canada committed \$36 million since 2017 to three projects to promote adolescent education, health, SRHR and protection in Peru.

Canadian cooperation contributed to improving health and education policies, systems and services for adolescent education and health.

According to stakeholders in Loreto, a region in Peru’s Amazon, Canada introduced integral care and differential services for adolescents through an inter-sectoral approach involving health, education and protection. Canada’s rights-based approach started with empowering adolescents, particularly girls.

Canada funded two projects in Loreto. The first, a UNICEF project, provided technical expertise to develop Peru’s first national policy on adolescent education and welfare. It also strengthened the capacity of national and regional officials to promote comprehensive adolescent development. UNICEF also engaged youth in public discussions to design a new regional curriculum that included adolescent rights and sex education. A Plan Canada project trained hundreds of teachers and health workers, and improved access and delivery of differential SRHR services in adolescent-friendly health centres. Both projects empowered youth and community leaders to advocate for adolescent rights and reduce the high rate of teenage pregnancy in Loreto. The two projects enabled 41,758 adolescents (51% female) from 903 schools to exercise their rights and/or access youth-focused education and SRHR services.

Canada helped develop plans and build capacity to address school- and gender-based violence.

The UNICEF project supported the Loreto regional government to develop an inter-sectoral plan to respond to and prevent school-based violence and GBV in rural areas. UNICEF and Plan Canada helped develop plans and trained students to prevent school-based GBV and bullying. UNICEF trained 625 teachers and 49 municipal officials on prevention and early response to school-based violence.

Working with UNICEF has helped make violence visible. We now understand why there is such a high incidence of sexual violence especially for girls. Our municipal government is going to focus on adolescent rights and health, and violence prevention. – Iquitos municipal official

Education and sustainable economic growth

Technical and vocational education and training



Female student enrolled in the viticulture program at a technical institute in Peru's Education for Employment project. Photo courtesy of Colleges and Institutes Canada

Youth employment and production

- ☑ FORMAGRO trained 1,730 (998 female, 732 male) young farmers in agricultural production and entrepreneurship. Ninety-seven percent of youth trained diversified and increased production, and raised family income by 20% on average.
- ☑ Through one Colleges and Institutes Canada (CICAN) project, 1,109 (469 female, 640 male) young workers were certified in technical fields. Seventy-six percent of them found work in their first year of graduation.

Canadian cooperation helped place technical and vocational training on the national education agenda.

From 2012 to 2020, Canada contributed over \$20 million to technical and vocational training through two regional, one bilateral and one partnership projects. Support provided for the design and implementation of the market-driven Technical and Vocational Training Policy increased the profile and visibility of employment-focused skills training. This helped to bring more attention and resources to technical training within the education ministry. Projects also promoted new ways of working across sectors. Increased communication and coordination across relevant ministries, including education, labour, agriculture and women, led to greater effectiveness in addressing issues such as gender equality and private sector engagement.

Projects improved the quality and reach of training, particularly for women and youth.

Projects contributed to the accreditation of 20 rural and peri-urban training centres. Capacity-building efforts included training teachers in applying market-driven curriculum and supporting public officials to assess and manage programs and policies. Increased public investments were used to upgrade infrastructure and equipment in some institutes. However, interviewees noted challenges in securing sufficient resources to equip facilities to implement the new curriculum.

Measures such as increased curriculum flexibility and the creation of day-care centres removed some barriers for women to pursue higher education. The implementation of a gender-sensitive curriculum in the Education for Employment project helped to increase enrolment of women in non-traditional fields, such as electrical training. Other fields perceived as "feminine," such as textile manufacturing, were marketed to men. The FORMAGRO project, focusing on agro-productive careers, helped to increase the reach of small institutes to more vulnerable rural youth.

Alliances with the private sector linked education to labor market demand.

Programming fostered alliances and partnerships between training institutes and the private sector. Canadian college experiences with employment-focused skills training were shared with Peruvian institutes and businesses through visits and exchanges. This helped to encourage the Peruvian private sector to work with regional training institutes to meet their labour needs. Businesses, along with local chambers of commerce, participated in the development of market-driven curriculum and career profiles. Training focused on areas of labour demand, such as textile manufacturing and food industries. Career fairs were then jointly planned to help businesses recruit graduates.

Sustainable economic growth

Natural resource governance

Evidence-based public policy

The Economic and Social Research Consortium (CIES) is a Peruvian research council with over 50 institutional members. Created in 1989 with the support of the Canada's International Development Research Centre, CIES is a strong advocate for evidence-based public policy. CIES conducts and publishes research, hosts public events and facilitates networks across government, academia and civil society.

A strategic partner of Global Affairs Canada, CIES has made significant contributions to research and capacity building in environment and natural resource management. For example, research has helped to improve policies on artisanal and small mining operations and to inform the national framework on climate change. Additionally, training programs have increased the capacity of public servants to address environmental concerns through public policy.

Programming supported national and sub-national authorities to regulate and manage natural resources, particularly in the mining sector.

At the beginning of the evaluation period, substantive legacy programming, aligned with priorities to support the sustainable development of Peru's extractives sector, remained. Ten projects, four regional and six bilateral, included a focus on natural resource governance. Programming worked with government (national, regional and local), civil society and the private sector in areas such as conflict prevention and resolution, environmental management, and transparency and efficiency in the use of mining revenues.

Notable project results include:

- capacity building and knowledge generation to inform policy initiatives. Projects contributed to the development of the Mining Vision 2030, the National Framework on Climate Change and the adoption of regional regulatory frameworks;
- the establishment of national and regional conflict prevention systems. The inclusion of early warning systems helped to improve conflict resolution and dialogue processes;
- strengthened capacity of authorities to manage public finances for the benefit of excluded populations. Integrating communities in monitoring and decision making for investment processes helped to leverage resources for sustainable development initiatives outside of the extractives sector; and
- streamlined processes for environment impact assessments. Developing a digital platform for the coordination and exchange of information between key actors helped to reduce the time needed to complete processes, improve the quality of studies and increase transparency.

Some projects faced design and implementation challenges that limited their effectiveness.

Some natural resource management projects underestimated the magnitude and complexity of governance issues in the extractives sector. Projects operating in this complex environment, with its frequent turnover of officials, lacked strategies to work effectively at territorial, inter-governmental and inter-institutional levels. This caused delays in implementation and created sustainability risks.

In the case of the Improving Environmental Management of Mining and Energy Activities (MEGAM) project, project governance challenges contributed to a lack of trust among some stakeholders and bottlenecks in coordination and communication. Additionally, project mechanisms for providing technical assistance focused on Peruvian expertise. Although some Canadian expertise was provided during the first years of the project, there was a limited focus during the evaluation period on facilitating access to Canadian government expertise for the benefit of their Peruvian government counterparts.

Sustainable economic growth



Cheese production by members of a dairy cooperative supported through the IMSA project. Photo courtesy of Centro de Apoyo e Investigación para el Desarrollo Campesino (CINDES) [Peasant Development Research and Support Center] and Mission Inclusion (formerly, the Léger foundation)

Youth entrepreneurship

The Wiñay Fund, launched by the FORMAGRO project in 2018, provides basic seed capital for young entrepreneurs to initiate agro-ecological business projects. In addition to motivating youth to develop business skills and contribute to local economies, the fund provided a competitive mechanism to allocate limited resources efficiently and transparently to participants. Targeting youth had a multiplier effect by improving family-based production and reducing urban migration.

Programming enhanced agricultural entrepreneurship and improved value chains, particularly in extractive regions.

Regional and bilateral projects, aimed at diversifying economic opportunities for rural populations, complemented broader institutional governance and environmental management initiatives in extractive regions. Partnership projects, such as Innovation and Mobilization for Food Security (IMSA), extended the bilateral program's reach and visibility in Peru by focusing on vulnerable and marginalized populations in high poverty regions.

Projects provided technical assistance, training and access to credit. Most beneficiaries reported that the quantity and quality of their agricultural production improved. In some cases, projects supported the creation and strengthening of product fairs, facilitating direct links between producers and local and regional markets. In other cases, agreements with exporters helped products reach international markets. Overall, producer incomes increased by at least 20%.

Strategies to leverage private sector resources met with limited success. While some successful and sustainable partnerships were forged, thereby enhancing local relations, stakeholders pointed to the complexities of navigating differing agendas, timelines and internal bureaucracies.

Projects facilitated the promotion and adoption of cooperative models in Peru.

Sharing and adapting Canadian cooperative practices, through technical assistance and exchanges, helped to build a cooperative culture within a Peruvian context of deep-rooted individualism and mistrust. Implementing partners noted the value of long-term projects (7-8 years) for the accompaniment and strengthening of cooperatives and associations. The success of pilot experiences led to significant interest, from government stakeholders, in replicating cooperative models in other regions.

Programming strengthened women's role as economic and decision-making actors.

Some projects demonstrated good practices in integrating gender considerations. For example, the partnership project IMSA adopted an integrated, family-based approach focusing on productive assets traditionally controlled by women. Gender training supported women's active role in economic decision making and promoted a more equal distribution of domestic responsibilities. As women's confidence and self-esteem increased, some began to take on decision-making roles in cooperative organizations and political roles in their local communities.

Reporting on gender equality changes often focused on anecdotal stories and testimonials. Partners and gender specialists noted the need for better indicators to measure improvements in the economic autonomy of women and women's access to and control over resources.

Sustainable economic growth, environment and climate action

Indigenous knowledge helping to address water scarcity

Peru's highland region is particularly vulnerable to drought and desertification exacerbated by climate change. The Natural Infrastructure for Water Security project used ancient knowledge of natural infrastructure to address this modern-day challenge.

The project demonstrated how restoring pre-Incan canals and highland vegetation can improve downstream water security. Revenues, collected through water tariffs on downstream populations, were being "unlocked" to support the ecosystem restoration and conservation efforts of upstream stewards.

Traditional technologies and Indigenous knowledge play a key role in natural ("green") infrastructure conservation. The project demonstrated the effectiveness and cost-efficiency of these approaches through scientific data collection and participatory monitoring.

Climate change posed a significant risk for projects in the agriculture sector. Efforts to address climate change challenges varied across projects.

Project beneficiaries and partners identified climate change effects, specifically extreme weather events and water scarcity, as one of the most significant challenges facing agricultural producers. For example, widespread flooding in 2017 caused an emergency situation in several parts of the country. This increased awareness of the need to mitigate the effects of climate change.

As priorities evolved from integrating environmental sustainability considerations to improving climate resilience, the need for dedicated resources and specialized technical assistance was identified. Some climate adaptation measures, such as the need for enhanced access to crop insurance for small producers, were beyond the scope of ongoing projects.

Projects such as Promoting Economic Competitiveness and Diversification in Extractive Regions of Peru (PRODIVCOM) primarily focused efforts on promoting good practices, such as crop rotation and limiting the use of fertilizers and chemical insecticides. A 2018 formative evaluation noted that PRODIVCOM's environmental approach was largely reactive, focusing on reducing the negative effects of agriculture. The need to integrate climate resilience strategies, such as diversifying production and introducing crops that need less water, were identified. Toward the end of the project, participatory methodologies for cooperatives and associations to develop climate resilience and risk management strategies were introduced.

Other projects, such as the partnership project IMSA, took a more holistic approach to the environment and climate change. Adaptation measures, such as the development of innovative infrastructure for water harvesting and the introduction of stress-tolerant seeds, complemented comprehensive approaches for diversifying production and sources of income. Outreach efforts included agreements with local schools to build the capacity of youth environmental committees. Further, participating communities were required to implement climate change mitigation measures, such as the reforestation and conservation of watersheds.

Toward the end of the evaluation period, the bilateral program launched a new climate action project as part of Canada's international climate finance commitment. Through a delegated cooperation agreement, Canada contributed matching funds of \$16 million to expand the scope of an existing USAID initiative, Natural Infrastructure for Water Security in Peru. The project aimed to unlock public and private finance for natural infrastructure to manage water and reduce climate risks.

The delegated cooperation agreement improved donor coordination, leveraging the funds, knowledge and experience of both donors in support of climate action. Canada's support focused on expanding the project reach to additional regions and strengthening its gender equality focus. While it was too early to assess results, Canada faced some initial challenges in ensuring the effective use of its gender-targeted funding.

Governance

Canada was recognized for its significant contribution to decentralization, institutional strengthening, inclusive governance and human rights in Peru.

Canada's contribution to strengthened institutions has helped Peru avoid the social unrest and violence that we have seen in neighbouring countries like Chile and Venezuela. – Peruvian governance specialist

Canadian cooperation in governance was recognized for using innovative approaches, such as multilevel cooperation among national, regional and local governments, and territorial design based on unique conditions in each region. Canada supported governance as a crosscutting issue in programming as well as through governance-focused projects, such as the examples below.

Sustainable and inclusive communities in Latin America

The Federation of Canadian Municipalities (FCM) implemented a \$19-million regional project in Colombia and Peru. The project strengthened local government capacity to benefit from mining development, and complemented bilateral programming in the extractives sector. FCM deployed 76 municipal experts from 35 Canadian municipalities to provide technical assistance to Peruvian counterparts.

Through the project, 180 women leaders in Andean region of Chumbivilcas developed a political agenda to participate in local planning and budgeting processes. Advocate for inclusive and equitable policies/programs in their municipalities and negotiate with mining companies. They also received technical assistance from Canadian municipal officials to establish two women's shelters and reduce gender-based violence.

According to one female participant: *The project made me a better professional and person. I started as a municipal official and then ran for mayor. I didn't win, but now I'm a municipal manager in a position normally held by a man.* Activities also promoted women's economic empowerment through support to female-led businesses and agricultural cooperatives.

The FCM project strengthened coordination between national ministries, mining companies and local/regional governments to create and implement common development plans. That helped two municipalities leverage \$91 million from the national government to implement projects in agriculture, education and housing.

ProGobernabilidad (ProGob)

ProGob, the Strengthening Regional Governments for Social and Economic Development in Peru project, was a \$19.6-million, seven-year project that built the capacity of four regional governments to improve the quality and accessibility of public services, and the efficiency of public administration.

According to a 2016 evaluation, ProGob achieved many notable results. The project created systems to improve coordination among levels of government, streamlined administrative procedures and strengthened strategic planning.

In Peru, "strategic planning" used to be a bad word. Every time a government changed, it would change policies. ProGob worked with the National Center for Strategic Planning(CEPLAN) on long-term strategic planning at the national and territorial levels and contributed to the first national general policy to 2021. – Peruvian governance specialist

ProGob increased citizen participation in local governments and promoted transparency and efficiency through the use of new IT tools and e-government portals.

The project also improved citizen access to public services. For example, it developed the innovative MAMA River project, which improved basic health coverage for more than 20,000 pregnant and postpartum mothers in three northern regions. Through the MAMA River project, regional governments sent free text messages with essential information on pre- and post-natal care to all pregnant women registered with the public health system. The program has won national and international recognition, including a US\$350,000 prize.

Governance

Ombudsperson's office

Basket fund mechanism

Canada was instrumental in establishing the multi-donor basket fund for the ombudsperson's office in 2009. It was the first and only time that mechanism was used in Peru. Canada was the fund's biggest contributor and lead donor, contributing \$11 million through that mechanism alone.

The basket fund was effective because it supported the DP's overall institutional workplan rather than separate projects, improved accountability, enabled the DP to cover more communities, simplified procedures, fostered donor coordination, promoted dialogue between Peruvian and international partners on issues of human rights, and increased the DP's policy impact.

The DP's dependency on international cooperation went from 60% at the beginning of the basket fund to less than 10% at the end in 2017. By then, the Peruvian government had taken over institutional funding of the DP. However, national funding was insufficient to allow the DP to continue reaching many remote communities, which had been one of its main comparative advantages.

Canada provided strategic institutional support and technical assistance to help establish and strengthen the ombudsperson's office.

The ombudsperson's office (DP) is a concrete example of the impact of Canada's long-term support to governance. Canada supported the DP from its operational start in 1996 until the end of international cooperation support in 2017. Over 20 years, Canada contributed over \$18 million through partnership and bilateral programming. During the evaluation period, more than 20 Canadian cooperants were embedded in national and regional DP offices for two-year terms.

Canadian cooperants have provided effective technical assistance in areas that reflect Canada's values, like gender equality and women's rights, Indigenous rights and interculturality. They have helped strengthen the ombudsperson's office for over twenty years. – Peruvian partner

The ombudsperson's office has played a major role in protecting human rights and Indigenous rights, reducing social conflict and addressing gender-based violence.

The DP is considered one of the most trusted and credible institutions in Peru. Annually, it handles some 130,000 complaints about government services from citizens in over 700 districts. The DP has extensive coverage, reaching many of the most remote communities in the country.

Results achieved in areas that received direct technical assistance from Canada include:

☑ **increased recognition and protection of Indigenous rights.** Over the past 20 years, the DP helped create specialized government agencies and develop laws recognizing Indigenous rights. For example, the *Prior Consultation Law* requires all ministries to assess how their investments and social programs will address the specific needs and culture of Indigenous peoples.

☑ **improved service delivery for Indigenous peoples and vulnerable groups.** The DP was a key partner in developing intercultural bilingual education legislation and the intercultural approach that was mandated to ensure inclusivity of all government services.

☑ **increased capacity to mediate and resolve social conflict.** Most social conflict in Peru is linked to the extractives sector. The DP's 38 regional offices facilitate 75% of the processes that resolve about 250 social conflicts annually.

☑ **strengthened legislation and policies to address gender-based violence.** The DP helped develop the National Plan against Gender-Based Violence (GBV), tracked GBV cases, monitored national/regional governments, defended survivors' rights, improved services provided by different agencies and raised awareness about GBV

The DP faced challenges including the high turnover of commissioners due to relatively low salaries, a shortage of staff in regional offices and lack of specialized expertise, and a lack of capacity to enforce or monitor implementation of its recommendations.

Governance: Challenges & Opportunities

Peru's public governance priorities

With the OECD*, the Peruvian government identified priority goals for working with international cooperation:

- **Modernize and professionalize the public service:** strengthen inclusivity and equity, implement meritocracy for recruitment and create structures for civil servant stability.
- **Strengthen whole-of-government approach:** improve strategic planning, performance measurement, coordination among government agencies and levels.
- **Strengthen open government:** establish an independent audit function, strengthen justice systems, improve access to information.
- **Modernize digital government:** improve e-government services and streamline public procurement process.
- **Strengthen decentralization:** strengthen fiscal/administrative and strategic planning capacity of sub-national governments and coordination with national agencies.
- **Improve services and delivery:** strengthen institutional capacity to design and deliver better services.
- **Mainstream use of evidence** in policy making, strategic planning and service design.

*Public Governance Reform Peru, 2016, OECD

Canada lost some of its leadership role in governance over the evaluation period.

At the start of the evaluation period, Canada had a package of governance-focused projects including ProGobernabilidad and the ombudsperson's office. Canada participated actively in donors' tables on governance issues such as decentralization. After the governance-focused projects ended, Canada's profile and leadership decreased. That gap was mainly caused because Canada did not launch its planned project for civil service reform, as explained below.

The lack of a professional civil service in Peru undermined the effectiveness and sustainability of Canada's programming in governance and other sectors.

According to the OECD-Development Assistance Committee's Peru Public Governance Reform report (2016) and governance specialists, the lack of a modern and professional civil service is a major obstacle to inclusive development. Peru's civil service has high turnover at all levels in national, regional and local governments. Many civil servants have term positions without stability. Inadequate technical/management capacity contributes to low levels of budget execution. Some departments have little transparency or accountability. These problems affected the outcomes and sustainability of Canadian projects whose primary partners were government agencies.

Canada planned to support SERVIR, the National Civil Service Authority, in modernizing Peru's civil service. Canada helped SERVIR establish a direction for international cooperation but encountered delays in launching a request for proposals to identify a Canadian implementing agency for assisting SERVIR. Other donors moved forward with SERVIR. Delays in launching its planned project with SERVIR tarnished Canada's reputation with some Peruvian government stakeholders.

Canada has areas of comparative advantage in strengthening governance.

During the evaluation period, Canada supported many public governance areas identified in the 2016 OECD report. Peruvian and international partners recognized Canada's comparative advantage and contribution in decentralization, service quality and delivery in education, and evidence-based policy making.

Evidence-based policy making and service delivery in maternal health

Through the Mama River partnership project, Cayetano Heredia University worked with the London School of Hygiene & Tropical Medicine to design an evidence-based approach to reduce maternal mortality. The project trained 84 community researchers to collect and upload real-time data that enabled local clinics to respond quickly to health needs of mothers and newborns, and regional health authorities to better plan and deliver services.

Gender equality

Canada helped us keep gender on the national agenda when advances were being eroded by conservative groups. – Peruvian partner



Wearing the national soccer t-shirt as part of an awareness campaign against SGBV

With Canada's leadership and support, MESAGEN launched a national campaign to raise awareness about gender-based violence. MESAGEN used the national soccer t-shirt to display GBV statistics during the 2018 World Cup. The campaign reached over one million people through social and traditional media.

Canada played a leadership role in policy dialogue and advocacy, particularly when it led MESAGEN, the gender equality donor round table.

Canada was recognized by the Peruvian government, civil society and project partners for having supported gender issues for years. Canada was particularly visible and active from 2016 to 2018 when it led the gender equality donor round table, MESAGEN. Canada provided technical expertise, led advocacy campaigns and strengthened civil society to keep pushing the gender agenda. Canada and MESAGEN contributed to the development of Peru's National Gender Policy.

Policy dialogue and advocacy through donor tables like MESAGEN gave Canada an opportunity to work with non-traditional actors such as media, public figures and companies. Joining forces with diverse national and international partners increased the visibility and effect of advocacy.

Canadian and local staff spent a lot of time on donor coordination and policy advocacy, particularly when Canada played a leadership role. Those activities were not always included or recognized in their workplans, making it challenging to create the space needed for these efforts. Good practices from other donors in middle-income countries included allocating dedicated staff resources for coordination and policy advocacy.

Programming helped strengthen institutional capacity, integrate gender issues into national policies, increase women's role in decision making and protect the rights of women, girls and other vulnerable groups.

Projects in education, governance and sustainable economic growth tended to integrate gender considerations better than those in the extractives and natural resource sectors. Canada contributed to many (indicative) gender-related outcomes.

Decision Making

- ☑ Strengthened capacity of women's rights and feminist organizations
- ☑ Facilitated dialogue between women's organizations and government
- ☑ Increased leadership of rural women in cooperatives

Rights

- ☑ Empowered adolescent girls and boys to protect rights in education and SRHR
- ☑ Increased awareness, strengthened legislation and improved access to services to address GBV

Access and control

- ☑ Increased income and access to productive resources for rural women and other farmers
- ☑ Supported integration of gender issues into national laws, policies, plans and budgets
- ☑ Strengthened institutional policies and systems for gender-sensitive planning

Feminist International Assistance Policy

We were told to talk about Canada's feminist policy, but we can't go into a community and talk about feminism. They have cultural norms and resistance to focusing on women's rights, so we have to talk about equality between women and men. – Project gender specialist

Challenges for gender equality in Peru

Country level

- Conservative economic and political forces that impede women's rights
- Cultural norms that tolerate inequality, gender-based violence
- Limited gender-related government capacity, commitment and/or resources
- Discriminatory policies and laws (e.g. land ownership, wage gap)
- Women's political under-representation at all levels of government

Project level

- Limited technical capacity and/or resources allocated to gender equality
- Lack of explicit gender-related targets or indicators in project design or monitoring
- Difficulty identifying gender entry points in institutional strengthening projects
- Resistance by local or national partners

Having a feminist policy increased Canada's profile and contribution to gender equality and women's empowerment.

Canada had supported the rights of women, girls and other vulnerable populations in Peru for decades. That commitment became stronger and more concrete with the introduction of its Feminist International Assistance Policy (FIAP) in 2017. Stakeholders highlighted the importance of Canada having a feminist policy and designated funding for feminist and women's rights organizations. FIAP raised Canada's profile and leadership in women's rights and signaled a new form of international cooperation by focusing on gender from a feminist perspective.

Existing projects had trouble adapting to new policy priorities without additional resources.

Projects that were operational when FIAP started reported difficulties adapting to the policy because they did not receive additional funding for new activities or training, or sufficient guidance about Global Affairs Canada's expectations. Partners attended events that helped increase their understanding of new policy priorities, but they didn't know how to operationalize new concepts and areas of focus. Adapting to FIAP was particularly challenging for sustainable economic growth and natural resource management projects because local partners lacked the necessary gender expertise and had male-dominated technical staff.

Our technical team was all men, and we couldn't get them the gender training they needed. They worked with cooperative members continually, while our gender specialists didn't spend enough time in the communities to build trust and foster change. – Implementing partner

Canadian cooperation lacked good indicators to measure women's empowerment at the project or program level.

According to staff and implementing partners, indicators for FIAP did not capture well results related to women's empowerment and gender equality. Indicators were too general and quantitative, and did not measure long-term transformative change such as shifting cultural norms. Because corporate indicators for the Women's Voice and Leadership (WVL) program did not measure institutional strengthening effectively, the WVL implementing partner in Peru (CUSO) added its own indicators, such as use of social media in advocacy for women's rights. At the time of the evaluation, WVL and the Equality Fund (KFM) were working to strengthen indicators and develop a feminist approach to monitoring, evaluation and learning.

During the evaluation period, Global Affairs Canada did not have an integrated country-level logic model or performance measurement framework with indicators to aggregate project-level results and determine program-level outcomes related to gender equality and empowerment.

Women's rights and empowerment

Women's Voice and Leadership (WVL)

WVL in Peru is a \$5.2-million, four-year project implemented by CUSO International. The project focuses on strengthening the capacity and effectiveness of four leading national women's rights organizations, 20 subnational feminist networks and 180 grassroots groups.

Good practices for women's economic empowerment in a middle-income country

International research highlights the need to avoid the "middle-income country trap" when countries cannot sustain continuous economic growth. Women's economic empowerment (WEE) has been identified as a key driver of inclusive and sustained economic growth.

To enable WEE, development partners should (*inter alia*) improve labour standards and conditions, support equal access to credit, banking and financial services, increase women's agricultural productivity and market connections, provide women-friendly public transportation and child care, increase women's access to technology to give them greater access to education and markets, change laws on inheritance and land ownership to increase women's economic independence, and address gender-based violence as a major barrier to WEE and women's rights.

Having targeted funding strengthened Canada's contribution to women's rights and empowerment.

The Feminist International Assistance Policy increased Canada's policy commitment and resource allocation for women's rights. Canada became the only bilateral agency providing large-scale funding to feminist and women's rights organizations after other donors left Peru. WVL was the first gender-focused fund that Canada had in many years. Through a two-year design process, WVL brought together feminist and Indigenous women's organizations for the first time. Partners considered that process of building working alliances among different movements to be a major result in itself.

Feminist and Indigenous women's organizations in Peru used to distrust each other. Feminists tended to be urban-based and worked on issues like sexual and reproductive health and rights, gender-based violence and gender identities. Indigenous women focused on collective rights such as water or land and had different cultural practices on issues like abortion. Indigenous women had their own "cosmivision" and saw feminism as another type of colonization.

During the design of WVL, it was hard to get feminist and Indigenous women's organizations to see each other as equal but different. Just getting them to sit down together, talk and find common ground was an important step. CUSO played a big role in promoting dialogue and building trust and understanding. – Peruvian implementing partner

Through WVL, four Peruvian implementing partners developed a program to work together on common concerns and support each other's agendas. An ongoing challenge was representing the diversity of women's rights organizations, feminisms and women in Peru. At the time of the evaluation, for example, AfroPeruvian women were not participating in WVL, although their organizations will likely receive funding through one of the four Peruvian partners.

Women's economic empowerment is key for inclusive economic growth.

The Feminist International Assistance Policy supported women's rights and empowerment through women's rights organizations and inclusive economic growth projects that enabled women to develop their full economic potential. Several sustainable economic growth projects contributed to women's economic empowerment with outcomes such as improved access of female farmers to productive resources and benefits, increased income, productivity and market access, greater decision-making power in associations, and improved technical skills and access to labour markets. Opportunities for further advancement align with Peruvian government efforts to increase public spending and advocacy for women's rights and economic empowerment, including the fight against gender-based violence.

Approaches and values of Canadian cooperation

Canada was recognized for introducing new approaches for cooperation in Peru, based on Canadian values.

Canadian cooperation strengthened existing practices like results-based management and introduced some new approaches across all sectors and types of programming. Canadian values were reflected through programming that tended to be inclusive, equitable, rights-based and participatory. The table below highlights approaches that were innovative or new in Peru.

Canadian approach	Project examples in Peru
Inter-governmental (multilevel) coordination and capacity building across national, regional and local levels of government	<i>The ProGobernabilidad project proposed a new way of working by connecting the national and subnational levels. That was very innovative when ProGob started eight years ago. Since then, projects by other donors have adopted that multilevel approach. ProGob and Canada contributed to that change.</i> – Peruvian governance specialist
Inter-cultural respect for all cultures, and recognition of needs and capacities of each people	Canada supported the education ministry and ombudsperson's office in creating Peru's intercultural bilingual education system. IBE was developed with the consultation and participation of many Indigenous peoples. A specific bilingual curriculum was designed for each linguistic group. <i>IBE was the base for the state to develop and implement an intercultural approach for other types of government services.</i> – Peruvian government partner
Territorial adapting programming for unique characteristics and needs in each region	A territorial approach is important because Peru has significant regional diversity. The ProGob project designed a customized approach to suit the particular context, needs, priorities, institutional capacities and limitations of each region where it worked. Successful pilot initiatives from one region were replicated in other target regions.
Inter-sectoral engagement of various sectors to address the needs of vulnerable populations in integrated way	The UNICEF and PLAN projects worked with several government ministries (education, health, vulnerable populations) and local civil society organizations (CSOs) to provide integrated services for adolescent sexual and reproductive health and rights. The projects included a focus on addressing gender-based violence, in coordination with protection services (public ministry, police)
Multistakeholder and participatory strategic alliances among all partners working in a sector	<i>Canadian cooperation has always promoted alliances, more than most other donor agencies. Canada's bilateral cooperation has the state as its main partner; however, it has also recognized the importance of strengthening the role of civil society, academia and the private sector.</i> – Peruvian education specialist
Gender-focused or transformative (feminist) focus on rights, empowerment of girls and women and other vulnerable populations	Most Canadian projects during the evaluation period integrated gender considerations in their design and implementation. With the Feminist International Assistance Policy, projects aimed to recognize multiple factors in vulnerability/identity (intersectional approach) and transform gender relations. For example, the Women's Voice and Leadership program supported institutional strengthening of women's rights and feminist organizations at the national and regional levels in Peru.

Technical assistance

Canadian technical assistance was considered to be of high quality, strategic and value-based. It contributed directly to project outcomes, institutional strengthening and sustainability.

Most Canadian projects included a major component of technical assistance. For example, the Peruvian education ministry valued the strategic technical expertise provided by UNICEF to develop models for intercultural bilingual and adolescent education. Regional projects, like the FCM project, facilitated municipal exchanges for Canadian mayors to share expertise with Peruvian counterparts. Through partnership projects, Canadian organizations sent long-term cooperants to several government and civil society partners.

Canada's locally engaged staff provided effective, ongoing technical expertise in areas such as education, governance, gender equality and environmental sustainability. Long-term engagement of local staff provided continuity amid turnover in Canadian-based staff and Government of Peru counterparts.

Canada did not have an effective or timely stand-alone bilateral mechanism for technical assistance during most of the evaluation period, even though providing strategic expertise is considered particularly important in a middle-income country.

Prior to the evaluation period, Global Affairs Canada had local funds and other mechanisms to quickly provide targeted technical assistance required by partners as support to bilateral programming or to address stand-alone issues.

Toward the end of the evaluation period, new expert deployment mechanisms (EDM), such as the EDM for Trade and Development, were introduced to provide short-term expertise. However, a gap remained for medium-term (two to three year) accompaniment that could also respond to needs beyond trade.

Many stakeholders noted that in a middle-income country, specialized technical expertise is particularly important.

Volunteer Cooperation Program and technical assistance *

Through the Partnership Branch's Volunteer Cooperation Program, seven Canadian volunteer cooperation agencies (VCAs) deployed about 100 technical advisers who were embedded in Peruvian partner institutions for a year or two. Several cooperants came from the region or diaspora, so they were familiar with the Peruvian context and fluent in Spanish.

Most cooperants supported large Canadian bilateral projects in Peru. For example, SUCO cooperants in the FORMAGRO project provided technical assistance in agro-ecological farming, small-scale processing and marketing, and food security.

Canadian cooperants made a significant contribution to protecting human rights in Peru through projects like the ombudsperson's office and through their way of working.

Canadians have another way of thinking, a horizontal or participatory approach, and in their work they show thoroughness, a desire to contribute, humility and sensitivity to gender issues and racism/discrimination.... Canadians have (human) rights in their heads; they've been taught how to treat people. – Peruvian partner

Canadian VCAs often helped promote participation of women and girls and build gender capacity of their Peruvian counterparts. For example, Oxfam-Quebec had projects to develop the leadership skills of teenage girls, while promoting gender mainstreaming in local partners.

VCAs coordinated their work through a national body called Canadian CSO Coordinator in Peru (COCAP). It played an important role in sharing resources, identifying synergies and jointly addressing development issues with the Canadian embassy and Peruvian government.

* Information based on *Formative Evaluation of VCP*, 2018, PlanNet and Project Services International

Technical assistance → Cooperation: Good practices for middle-income countries

The term “technical cooperation” denotes a more equal partnership between provider and recipient, with a focus on country ownership and leadership. Becoming equal partners is part of building new relations with middle-income countries (MICs). Based on a literature review* and stakeholder interviews, the evaluation identified good practices for providing technical cooperation in a MIC, illustrated with examples from Peru.

Practice	International lessons in technical cooperation (→) and Peru examples (◆)
Country capacity, ownership and commitment	<p>→ Technical cooperation (TC) is more likely to be effective in MICs with good governance structures, solid institutions with absorptive capacity, and a capable civil service. TC should be designed for the recipient country’s unique conditions. The recipient should have ownership of the demand-driven TC process by identifying capacity gaps; designing, implementing and monitoring programs; and coordinating TC among different departments and external partners (i.e. donors). The recipient government needs to have high-level commitment and allocate sufficient human resources to TC programs.</p> <ul style="list-style-type: none"> ◆ Despite Peru’s efforts to organize and prioritize sectoral and subnational requirements for TC, as part of a national decentralized system of international cooperation, some challenges remained. Canada’s TC in Peru seemed to have been more effective when one partner ministry led the process with clear goals and coordinated with other departments. For example, the education ministry worked with the ministries of women and health on sexual and reproductive health and rights. Some ministries had difficulty identifying TC needs and designing realistic programs. Frequent turnover in civil servants at all levels and lack of policy continuity made it harder to ensure the effectiveness and sustainability of TC initiatives with national and regional governments.
Dedicated and timely mechanism	<p>→ Several bilateral and multilateral agencies have dedicated funds to provide specialized TC. The most effective funds have a clear strategic focus and realistic goals, avoid dispersion across a broad range of activities and sectors, and have flexibility to adapt to institutional changes in implementing partners.</p> <ul style="list-style-type: none"> ◆ Over the past decade, Canada supported TC in Peru through various mechanisms such as local funds, partnership (cooperants), bilateral projects, short-term specialized technical support and the Field Support Services (FSS). For most of the evaluation period, however, Canada did not have a coherent suite of mechanisms to provide strategic long-term and punctual TC in Peru.
Medium-term cooperation	<p>→ In a MIC context, transformative change may occur in two or three years if TC is directed to strategic areas with the right institutional partners who have the requisite political will and capacity. Shorter-term punctual TC can also play a valuable role, particularly when it supports an ongoing longer-term program.</p> <ul style="list-style-type: none"> ◆ <i>...[In Peru,] it takes considerable time to build trust for institutional strengthening of governments, where resistance to change is usually strong. A capacity development approach that is longer-term, continual and includes training trainers is more likely to be successful, particularly given the high rate of turnover of civil servants.</i> – ProGobernabilidad Report <p>→ <i>The successful cases of capacity development outcomes [in MICs] generally involved embedded technical advisers working sensitively over a prolonged period.</i> – IDS Report</p> <ul style="list-style-type: none"> ◆ Several projects found it valuable and effective to embed specialized technical advisers in Peruvian partners organizations (e.g. UNICEF and CICAN in the education ministry, CUSO in the ombudsperson’s office). If international advisers cannot remain in Peru for a prolonged period, they should still provide ongoing accompaniment, coaching and mentoring.

* A main source was *The Effectiveness of Technical Assistance in Middle Income Countries, Institute of Development Studies, Nov. 2019.*

Technical assistance → Cooperation: Good practices for middle-income countries (2)

Practice	International lessons in technical cooperation (→) and Peru examples (◆)
Right advisers with right skills	<p>→ TC effectiveness depends on the quality of advisers, who need to have the appropriate technical expertise; knowledge of the local context and partner institution; and strong interpersonal skills. Having the recipient institution fully involved in designing terms of references and selecting advisers through interviews improves transparency and ownership.</p> <ul style="list-style-type: none"> ◆ CUSO recruits cooperants in Peru through a joint selection process with the partner organization to ensure they have the right hard and soft skills and will fit well. Many CUSO cooperants have lived in Peru, so they know the local context and culture. Others who come from Latin America also have the Spanish fluency needed to provide effective and high-quality TC.
Peer-to-peer cooperation	<p>→ Peer-to-peer cooperation pairs similar public agencies, levels of government or CSOs in different countries to foster long-term exchange of knowledge and expertise. Peer-to-peer TC can include trilateral or south-south cooperation, particularly among countries in the region.</p> <ul style="list-style-type: none"> ◆ Several stakeholders highlighted the effectiveness and effect of peer-to-peer TC, in part because they tended to create immediate trust and respect between Peruvians and their Canadian counterparts. Successful examples include exchanges between Peruvian and Canadian mayors through a Federation of Canadian Municipalities project, CUSO cooperants advising women's rights organizations for over 25 years and Canadian training institutes twinned with the education ministry through the Colleges and Institutes Canada (CICAN) projects. However, Global Affairs Canada lacked a mechanism to facilitate TC between Canadian and Peruvian government departments.
Different levels and actors	<p>→ Engaging different levels of government (national, regional, local) and civil society partners can increase TC effectiveness. For example, providing TC to all government levels achieves better results in service delivery. Strengthening non-state actors can improve government accountability and development outcomes.</p> <ul style="list-style-type: none"> ◆ <i>In MICs, governments need to build trust and bridge the gap with civil society. They don't have the resources for full coverage, so they have to develop partnerships with civil society to deliver services, like the model we have in Canada. Peruvian laws don't allow the government to fund CSOs, so donors can contribute by building the capacity of civil society to deliver services.</i> – Global Affairs Canada staff ◆ Canadian cooperation in Peru was recognized for strengthening all levels of government and diverse civil society partners, as well as facilitating alliances between those actors, academia and the private sector.
Focus on results	<p>→ Having a clear results framework for TC helps generate ownership and accountability by recipients. TC funds should have a clear focus, realistic targets and implementation timelines, and rigorous monitoring. Donors identified challenges measuring the effect of TC, including lack of baseline or benchmark data, non-linear nature of TC, difficulty analyzing its cost-benefit or monetary value, and lack of data about its long-term impact. Some donors are moving beyond the OECD-DAC evaluation criteria to develop new metrics to assess TC results.</p>

Sustainability

Factors for Sustainability

Key factors supporting sustainability included:

- building and engaging networks across state institutions and civil society;
- providing long-term support for institution-building, with embedded technical assistance;
- partners who have the leadership, commitment and openness to change;
- clear pathways for institutionalizing policies and practices;
- developing and field-testing new models or approaches that can be replicated within a sector or more broadly; and
- developing sustainability and scaling-up plans early in project design and implementation.

Transformative Change

Transformational change, as defined by the World Bank, refers to deep, systemic and sustainable changes with large-scale impacts in a significant area of concern. Criteria for assessing transformative change include:

- Relevance
- Depth of Change
- Scale of Change
- Sustainability

Many projects developed and tested new models and approaches. Scaling up these initiatives was largely dependent on political will and the capacity of state institutions.

Good practices for development cooperation in a middle-income country include using aid strategically as a catalyst for change. This involves developing projects to have a demonstrative effect with a focus on scaling up and replicating initiatives.

Many projects, particularly in the sustainable economic growth sector, developed models that were well adapted to local contexts and aligned with national priorities. For example, new governance models for agricultural cooperatives and integrated rural development were developed. Implementing agencies and government partners noted high levels of interest in replicating models, particularly those which demonstrated tangible results. However, few projects had well-developed exit plans or strategies to support scaling-up.

Project implementors and partners noted the uneven capacity of state institutions, alongside a lack of sufficient resources for regional and local institutions to pursue broader replication. The need for high-level political will and buy-in, as well as agile and flexible national institutions, were identified as key enabling factors for scaling initiatives.

Having a professional civil service was seen as a necessary precondition for sustaining institutional capacity building. Frequent changes in civil servants at all levels weakened institutionality and led to gaps in knowledge and corporate memory. Many projects developed strategies to mitigate these risks, including embedding technical project staff within Ministries, forming alliances with intermediaries and prioritizing the early briefing of incoming officials.

Canada contributed to transformative change in the education sector and the ombudsperson's office.

To assess the sustainment of results, the evaluation team took a portfolio approach by assessing results across sectors and over time. Initial document review and interviews pointed to Canada's contribution to transformative change in the education sector and the ombudsperson's office. In-depth case studies (detailed in separate reports) then traced how Canadian cooperation, through multiple projects over a period of more than twenty years, contributed to overall changes.

In both cases, interventions addressed major development challenges - building human capital and rule of law (relevance). Changes were systemic, resulting in the institutionalization of new policies and processes (depth of change). New ways of working and approaches were replicated across the education sector and beyond the ombudsperson's office (scale of change). Financing and expertise shifted from international cooperation to the Peruvian State (sustainability).

Canadian cooperation remained well aligned with Peruvian priorities.

Programming shifted over the evaluation period to reflect changing Canadian priorities. An increased emphasis on gender equality and the empowerment of women and girls, along with new initiatives to combat climate change, aligned well with Peruvian national development priorities. Continued efforts to strengthen institutional governance at all levels and foster innovation were positively viewed by the Peruvian government. Overall, areas of cooperation aligned well with international practices and rationale for continued development cooperation in a middle-income country. Good practices included initiatives to address inequality, target global public goods, and support a path of continuous economic growth.

In some cases, programming was slow to respond to evolving needs.

Interviewees noted cases where Canadian responsiveness was limited. As demands for more targeted technical assistance increased, Canada was perceived to have less agile and flexible mechanisms than other donors. For example, a lack of local funds that were active in earlier periods limited the ability to provide punctual technical assistance. Additionally, while projects addressing public sector reform and environmental management responded to strategic needs, lengthy design and approval processes decreased their timeliness and effectiveness.

Canada's medium-term plans for development cooperation with Peru were not clear or consultative. Internally, there was limited direction on priorities and ways of working in middle income countries.

At a program level, the strategic direction for Canadian cooperation in Peru was not clear to internal or external stakeholders. There were no effective corporate mechanisms to support overall portfolio planning and consultation with Peruvian government counterparts. Further, the absence of a publicly available and comprehensive country strategy made it difficult for partners and other stakeholders to understand Canada's strategic plans and priorities in Peru. This raised some concerns over the lack of transparency of Canadian cooperation, along with calls for planning processes to be more participatory, consultative and in the public domain.

Internally, staff noted an absence of clear direction within Global Affairs Canada on priorities for working in middle-income countries and if or how programming should be transitioning. Literature on countries in transition, as well as good practices from other donors, note the importance of planning for incremental change and engaging in open dialogue with partner governments on how to transition from a donor-recipient relationship to a more equitable partnership. Strategies for managing transitions include the need for mutual planning and effective communication to increase predictability.

Stakeholders noted the need to balance support across a range of actors, including civil society, academia and the private sector.

Many projects focused on institutional strengthening of key government departments, while also building capacity of civil society organizations such as cooperatives. Mechanisms and consultative processes to strengthen linkages across government, civil society, think tanks and the private sector were embedded, to varying degrees, within these projects.

Interviewees noted the continued need, within the Peruvian context, to build trust across government, civil society, academia and the private sector. Stakeholders perceived Canada as being well placed, due to its positive image and reputation in Peru, to play a convening role. The ability to build bridges across different types of actors, and to support increased dialogue between civil society and government, was identified as a strength of Canadian cooperation.

Literature on countries in transition notes the importance of efforts to support and enable the role of civil society as important providers of goods and services, as well as domestic advocates for social issues. Towards the end of the evaluation period, new projects providing direct support for women's organizations were launched. Stakeholders perceived these projects to be well adapted to the realities of Peruvian civil society.

Some projects strengthened the engagement of the private sector in development initiatives to a limited extent. Stakeholders noted the growing importance of mobilizing the private sector and capital markets in Peru and adopting innovative financing solutions.

Opportunities to evolve the role of cooperation, within Canada's broader bilateral relationship with Peru, were identified.

The increased importance of technical expertise and knowledge sharing in MIC contexts was noted across stakeholder groups. Government of Peru stakeholders further articulated increased interest in peer-to-peer learning, both within and outside of traditional ODA relationships.

Canada was perceived by the Government of Peru to be well positioned to engage in triangular cooperation and provide capacity-building support for South-South initiatives. Studies point to the success of other Latin American countries, such as Chile and Mexico, in engaging in triangular cooperation as a means to maintain relationships with donors, develop technical expertise and position themselves as hubs within their regions.** New mechanisms and ways of working were also viewed as a means for addressing regional challenges, such as migration and social conflict, and creating spaces for policy dialogue outside projects and programs.

Triangular cooperation

Triangular cooperation, as defined by the OECD,* is when actors from both developing and developed countries come together, often with international organizations, civil society and private sector partners, to deliver innovative and co-created development solutions.

Triangular cooperation is increasingly recognized as an important channel for strengthening both South-South and North-South cooperation. It enables countries to access a broader range of resources, expertise and capacities to achieve sustainable development goals. Knowledge sharing and joint learning are core elements of triangular cooperation.

The OECD further suggests that triangular cooperation requires strong political will, flexible institutions and time to find common ground and build trust. With knowledge and benefits flowing between all partners, these collaborations can be more robust and flexible than other types of partnerships.

*OECD, 2019, *Triangular Co-operation: Why Does it Matter* and 2020, *The coming of age of triangular co-operation*

** Overseas Development Institute (ODI), *Moving Away from Aid: Lessons from Country Studies, 2019.*

Coherence across development cooperation

Regional cooperation

Canada used different regional programming mechanisms. The partnership branch (KFM) had multi-country or regional projects that implemented activities in Peru. Most of those projects were not linked to bilateral programming.

The Inter-American Program (NLG) had triangular cooperation embedded within projects to give partners access to regional and Canadian expertise, while also working on a bilateral level to address Peru's specific priorities. NLG projects, such as those implemented by the Federation of Canadian Municipalities (FCM) and Colleges and Institutes Canada (CICAN), complemented bilateral programming in technical education and decentralization.

To address transborder issues related to the Venezuelan crisis, Canadian cooperation in Peru coordinated with other programs in the region through a bilateral multi-country mechanism.

At a project level, information and knowledge-sharing across initiatives increased the efficiency and effectiveness of programming.

Stakeholders identified many notable cases of connectedness and complementarity across projects, spurred by both formal and informal means. For example:

- The bilateral program actively facilitated knowledge-sharing strategies across key bilateral partners within the sustainable economic growth and education sectors. This helped to identify efficiencies in the delivery of similar activities, enabled partners to better target project participants and reduce stakeholder burden.
- Volunteer cooperants provided technical assistance for capacity building and institutional strengthening of key bilateral partners. These efforts often reinforced cross-cutting objectives in areas of gender equality, environmental sustainability and governance.
- Convening events, organized by the bilateral program, facilitated networking opportunities for partners across bilateral, partnership and regional programming. In some cases, this led to increased informal knowledge sharing and project exchanges and visits.
- Support to develop and strengthen think tanks was provided through complementary funding by the International Development Research Centre and the bilateral program. Research products informed the evidence-based design and delivery of a range of project and policy initiatives.
- In some cases, the same partners implemented projects through support from bilateral, regional and partnership funding streams. This helped to leverage learnings across projects.

At a portfolio level, there were ongoing challenges in communicating and representing Canada's full cooperation program.

External stakeholders across civil society, academia and government noted difficulties in obtaining information on the full range of Canada's development cooperation. Communication products were often ad hoc and focused on bilateral development projects. Departmental systems, roles and responsibilities were not perceived to effectively support information sharing and integrated communications across regional, bilateral and partnership programming.

Weak inter-branch information sharing and coordination mechanisms also limited the effectiveness of policy dialogue and advocacy activities. Project partners across all streams of programming regularly engaged with Government of Peru stakeholders at all levels. The bilateral program was not always aware of when or what issues regional or partnership partners and cooperants were engaging on. Further, there was little strategic guidance to enable partners to engage with a common Canadian voice and advance priority issues.

Coherence across trade, diplomacy and development

Regional coherence

A concurrent Global Affairs Canada evaluation of coherence across the Latin American and Caribbean region identified coherence challenges at a regional level that echoed the country level challenges found in Peru. For example, evaluation findings pointed to:

- a lack of understanding of the various roles and responsibilities across business lines (foreign policy, trade, international assistance);
- a lack of formal communication mechanisms to increase cross-stream understanding; and
- few mechanisms to ensure a unified vision and voice for Canada's presence in the Latin America and Caribbean region.

Development cooperation continued to play a significant role in advancing bilateral relations, particularly as other donors were exiting Peru.

Key external stakeholders, including Government of Peru representatives and international agencies, noted the significance of development cooperation, alongside trade and diplomacy, in advancing Canada's bilateral relations with Peru. The long-standing and trusted relationships between the development cooperation program and key government partners facilitated broader government to government dialogue. Further, the potential for the development program to support an evolving bilateral relationship that could involve greater cooperation on regional issues and technical cooperation beyond traditional ODA was identified. As other donors were exiting Peru, international agencies noted the increased importance of the remaining bilateral donor voices for policy dialogue and advocacy initiatives.

Collaboration across streams was largely driven by informal mechanisms or in response to high-profile events.

Departmental amalgamation and the decentralization of the bilateral development program were perceived as key factors supporting greater coherence across streams. However, distinct corporate cultures and structural constraints remained. Differing roles and responsibilities across streams and with headquarters created challenges for identifying and operationalizing areas of coherence. As a result, staff across all streams noted that collaboration continued to be largely driven by informal mechanisms, such as personal relationships, or in response to high-profile visits or events.

Good practices from other donors in Peru included creating coordination spaces for bilateral relations that crossed streams and included non-governmental representation. The role of the head of mission as the coordinator and integrator was further noted as a key success factor.

The feminist international assistance policy suite provided a framework for aligning priorities across streams, but cohesive engagement remained limited.

Early in the evaluation period, coherence across streams was largely driven by a focus on the extractives sector. As policy priorities shifted, opportunities for more cohesive engagement across trade, diplomacy and development were identified. While overarching priorities in the areas of gender equality and the empowerment of women provided natural points of convergence, interviewees noted that gender issues were sometimes still viewed as more of a development issue. Untapped opportunities for common messaging and complementary initiatives across streams around issues such as advancing women's rights; women, trade and gender-smart investing; and women's economic empowerment were identified. Other potential integrators included greater collaboration around issues of climate change, water and clean tech.

Conclusions

Canadian cooperation value-added

Peru, an upper middle-income country, does not depend on foreign aid. Technical expertise and knowledge-sharing are more important than financial assistance in addressing structural issues and spurring transformative change.

Stakeholders across government and civil society recognized areas of Canadian comparative advantage and value-added. Overall, Canada was perceived as a trusted partner with a positive reputation in Peru. This enabled cooperation to play an important convening role, by bringing together actors across state and civil society and building bridges between them. Aligned with Peruvian decentralization efforts, programming also strengthened multi-level cooperation across national, regional and local governments.

Technical expertise for institutional strengthening introduced new policy and program approaches that were inclusive, rights-based and participatory. This helped increase access to public services for marginalized groups and remote communities. Proven Canadian models, in areas such as agricultural cooperatives and employment-focused skills training, were adapted to the Peruvian context and well-aligned with national priorities for sustainable economic growth.

Canadian cooperation challenges

Navigating changing priorities, departmental structures and evolving ways of working in middle-income countries created challenges. In some areas, Global Affairs Canada struggled to operationalize the practices and principles it articulated.

The Feminist International Assistance Policy renewed a commitment to aid transparency. Yet the department had no clear strategic direction for working in a middle-income country, limited consultative mechanisms, and weak outward-facing communications. While priorities for gender equality and the empowerment of women and girls were well articulated, there were no tools to capture changes at a sectoral, program or country level. Entry points for development, diplomacy and trade to work together on gender issues were not identified.

Stakeholders noted the increased importance of policy dialogue and technical cooperation in a middle-income country. However, few dedicated resources, outside of projects, were allocated to dialogue and advocacy activities. There was no strategy for Canadian cooperation partners to share information and engage in common messaging to advance key priorities. For technical assistance, the range and flexibility of mechanisms were limited.

Canadian cooperation opportunities

Canadian development cooperation with Peru has a long and deep history. In some sectors, such as education, Canada's specialized and long-term support has contributed to transformative change. Projects have often been large scale (\$15 million to \$20 million) with a duration of five to seven years.

The need for continued cooperation is expected, given the fragility of poverty gains, persistent inequality and institutional weaknesses. As ways of working and contexts in middle-income countries evolve, Canadian cooperation will need to become increasingly strategic and agile. More dialogue and open communication with Peruvian government counterparts could help define what kind of assistance is required to move toward supporting transformative change over shorter time frames. Points of intersection across areas of Canadian priorities and expertise, recipient government priorities and counterparts with the necessary commitment and capacity could be more clearly identified.

Opportunities to engage in technical cooperation and peer learning through non-traditional ODA mechanisms, such as creating direct exchanges with Canadian government counterparts, could be explored. Engaging in triangular cooperation and providing support for South-South initiatives could help in the transition from a donor-recipient relationship to a more equal partnership.

1. Focus policy and programming initiatives on capacity building of government and civil society partners at all levels

To respond to Peru's specific needs as a middle-income country, sector strategies and country investment plans should focus on:

- technical cooperation with government partners at all levels (national, regional, local) in areas where Canada has a comparative advantage and value added expertise;
- institutional strengthening of civil society organizations, particularly those supporting Peruvian and Canadian priorities; and
- building bridges and promoting cooperation between government, civil society, academic and private sector partners.

NDP (Peru Development - LIMA)

2. Implement the departmental approach for developing comprehensive country strategies leveraging the departmental planning and reporting system process (Strategia) and establish a process to publish them

A comprehensive country strategy for development cooperation with Peru could include:

- an integrated country-level logic model with indicators to aggregate and report overall results at sectoral and thematic levels;
- policy dialogue and advocacy strategy that crosses all development branches (regional, bilateral, partnership);
- processes for developing integrated communications products that include bilateral, regional and partnership projects;
- identification of key policy and programming entry points and integrators across development, trade and diplomacy;
- processes for consultation with Government of Peru stakeholders, other partners and stakeholders; and
- plans for transitioning from a donor-recipient model to a more equitable partnership.

DPD (International Assistance Operations) and NDP (Peru Development - LIMA) for development of Peru country strategy

3. Provide policy guidance on international assistance in middle-income countries, focusing on productive partnerships for transition

The approach to providing guidance should take into consideration the findings of the Peru Evaluation pointing to the need to include guidance on:

- identifying areas of strategic technical assistance with points of integration across trade, development and diplomacy;
- approaches and priorities for integrated policy dialogue and advocacy; and
- processes for engaging with partners to develop and communicate plans for transitioning.

PVP (International Assistance Policy Coordination) lead

4. Provide operational guidance on international assistance programming in middle-income countries, focusing on productive partnerships for transition

Guidance should take into consideration the findings of the Peru Evaluation, which point to the need to include:

- a toolkit of funding mechanisms, including identification of agile, flexible mechanisms to provide medium-term technical assistance; and
- guidelines and models for regional and triangular cooperation, support for South-South initiatives and peer-to-peer exchanges involving Canadian government counterparts.

DPD (International Assistance Operations) lead

Considerations for horizontal learning

Middle-income countries: Ways of working and modalities

Technical assistance in middle-income countries requires greater dialogue and engagement to find areas for strategic cooperation that align with areas of Canadian comparative advantage. Country ownership is important. Middle-income country partners should take the lead in identifying what kind of assistance is required for transformative change.

Development cooperation in middle-income countries should use aid strategically for catalytic change. Projects should be developed to have a demonstrative effect, with a focus on scaling up and replicating initiatives.

Mechanisms to facilitate peer learning and exchanges need the flexibility to go beyond traditional ODA relationships. This could broaden knowledge sharing across government institutions focusing on regulatory, trade or other issues.

Policy dialogue and advocacy are particularly important in middle-income countries. They can be used to engage new actors, strengthen bilateral relations and support the voice of the international community as other donors exit. There is a need to assess the level of resources, time and expertise required.

Middle-income countries: Types of actors and partnerships

In middle-income countries, it is important to continue to work with a range of actors across government, civil society and the private sector. Donors can play an important convening role, bringing together new actors and helping to build bridges, foster trust and create strategic alliances.

Building the capacity of local think tanks and academia can help improve the use of evidence-based decision making. Local research can be used to improve the design and delivery of policy and program initiatives.

It is important to support and enable the role of civil society as providers of goods and services, as well as domestic advocates for social issues. This can help build public coalitions to push institutions to be more effective and can help make governance initiatives more sustainable.

Support for South-South, regional and triangular cooperation can help build robust and flexible partnerships. These partnerships can be used to promote knowledge-sharing, address common issues, build the capacity of middle-income country institutions and increase the effectiveness of development cooperation.

Development cooperation: General considerations

Partners need guidance and tools to promote and measure gender equality and women’s empowerment across sectors. There can be significant gaps between increased understanding of concepts and the ability to operationalize them in projects.

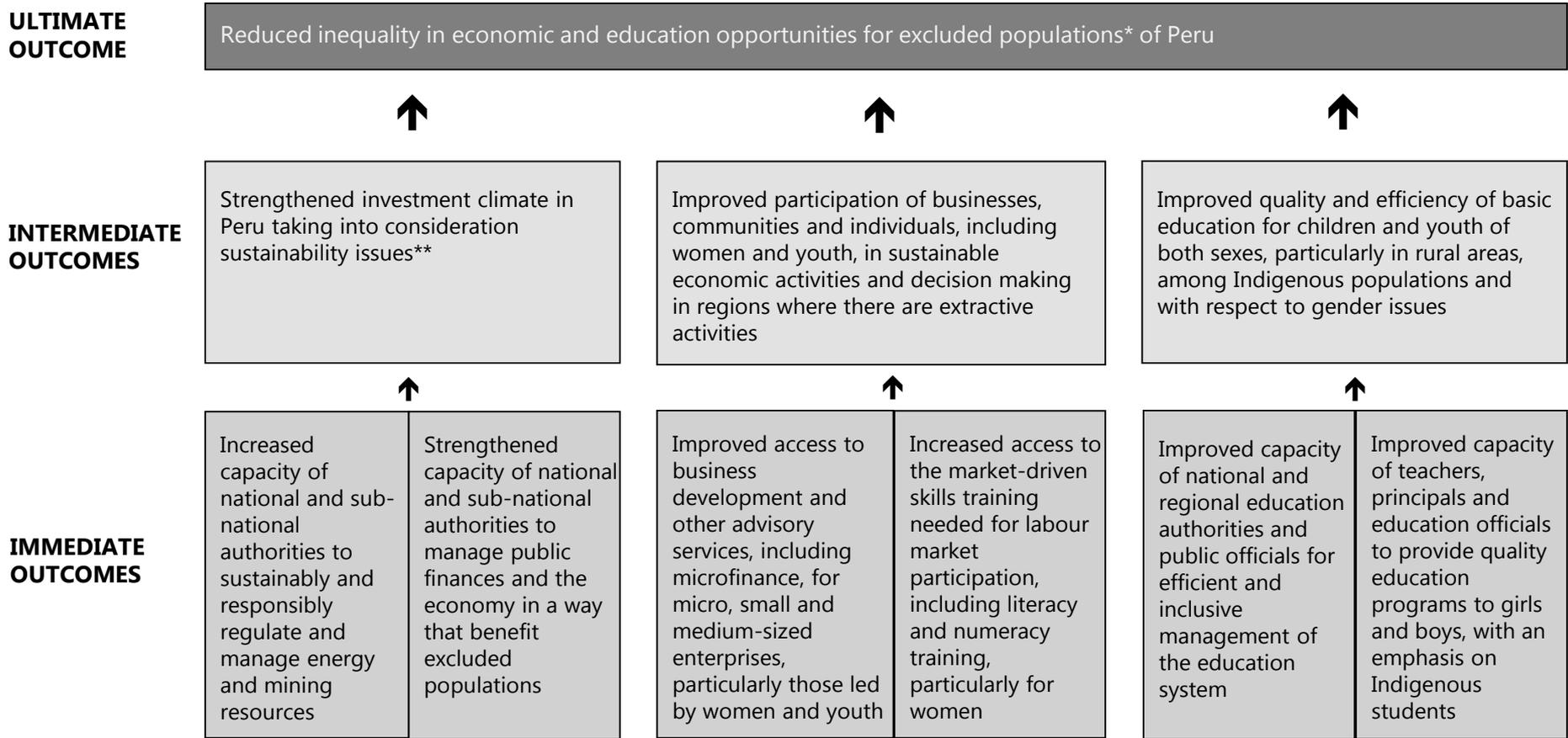
Integrating climate adaptation and mitigation components into projects goes beyond environmental sustainability considerations. Dedicated resources, expertise and project-level strategies are needed to build climate-resilience considerations across all activities.

Regional programming can be an effective tool to complement and strengthen bilateral initiatives, if well designed and integrated. Programming can include multi-country initiatives delivered through bilateral, partnership and regional mechanisms.

Building “change within continuity” can help leverage past successes while responding to new policy priorities. Long-term yet agile commitments within sectors can build institutional sustainability and contribute to transformative change.

Annex I – Peru program-level logic model

Note: The Peru logic model reflects programming as of 2015 and was not updated during the evaluation period to reflect new programming priorities and projects. The model was used as a guide for assessing outcomes of legacy programming.



* The key excluded populations targeted by the Peru program are rural populations, Indigenous populations and women, children and youth.

** Sustainability issues include climate change adaptation, environmental sustainability and gender equality.

For the full Logic Model, including outputs and activities, see EDRMS #6234174

Annex II – Evaluation supporting factors and limitations

A number of factors supporting evaluation conduct were identified. Factors included robust national statistical data, high-quality project-level evaluations, strong engagement of Canadian and locally engaged Global Affairs Canada staff members and no security restrictions for field-level data collection.

Regarding evaluation limitations related to performance data and evaluation timelines, the evaluation team (PRA) implemented mitigating measures to the extent possible.

Logic model and performance measurement framework

Global Affairs Canada did not have an integrated country-level logic model or performance measurement framework covering the evaluation period. This made it difficult to measure results at a sectoral, thematic or country level and to assess long-term change.

Mitigation measures included using the 2015 logic model to guide assessment of legacy programming; using program and policy documents to develop a more comprehensive understanding of the evolution of programming; and using project reviews, stakeholder interviews and project visit visits iteratively to identify and roll-up emerging and sustained results at a sectoral and thematic level.

Evaluation Timelines

The evaluation was originally planned to take place between January and June 2019. The conduct was initiated as planned, with an initial data collection mission to Peru in March 2019. However, competing priorities within the International Assistance Evaluation Division caused delays. The main data collection mission did not take place until late November 2019. As a result, some of the initial data collected was out-dated as contexts and projects continued to evolve.

Mitigation measures included refreshing project and literature reviews to ensure they were up to date, as well as re-connecting with key stakeholders as needed on specific issues or questions.

Annex III – Sample of projects included in site visits

Project name	Sector	Branch	Period of operations	Total budget (Peru)	Executing agency
We Decide - Reducing Adolescent Pregnancy in Loreto, Peru	Human dignity / sexual and reproductive health and rights	NDP	2018-03-28 – 2022-09-30	\$11,200,000	Plan International Canada
Education and Rights for Marginalized Adolescents in Peru	Human dignity / education	NDP	2017-03-21 – 2023-03-21	\$19,800,000	UNICEF - United Nations Children's Fund
Natural Infrastructure for Water Security in Peru	Environment / climate action	NDP	2018-03-28 – 2023-06-23	\$16,200,000	USAID - United States Agency for International Development
Agricultural Training Program and Support of Youth Entrepreneurship in Peru (FORMAGRO)	Sustainable economic growth / technical and vocational education and training	NDP	2015-09-16 – 2020-12-31	\$12,400,000	SUCO-Solidarité Union Coopération
Promoting Economic Competitiveness and Diversification in Extractive Regions of Peru (PRODIVCOM)	Sustainable economic growth	NDP	2013-03-27 – 2020-03-27	\$17,400,000	SOCODEVI - Canadian Cooperation Society for International Development
Multi-Donor Basket Fund, Defensoría del Pueblo (Office of the Ombudsman)	Governance	NDP	2008-12-11 – 2017-12-17	\$10,877,484	Defensoria del Pueblo - Peru
Strengthening Natural Resource Management in Peru	Sustainable economic growth / natural resource governance	NDP	2013-03-27 – 2019-03-31	\$4,500,000	CIES - Consorcio de Investigación Económica y Social
Improving Environmental Management of Mining and Energy Activities in Peru (MEGAM)	Sustainable economic growth / natural resource governance	NDP	2013-01-28 – 2022-02-28	\$15,950,000	Consortium CowaterInternational Inc. CRC Sogema Inc., Roche Ltd. Consult
Women's Voice and Leadership	Governance / gender	NDP	2019-03-14 – 2023-03-31	\$5,250,000	CUSO International
Innovation and Mobilization for Food Security (IMSA)	Sustainable economic growth	KFM	2015-03-31 – 2020-03-31	\$17,250,000	L'Oeuvre Léger
Improving Maternal and Infant Health in Rural Communities in the Peruvian Amazon – Mama River project	Human dignity / sexual and reproductive health and rights	KFM (Grand Challenge Canada)	2017-03-31 – 2020-03-31	\$1,000,000	Universidad Cayetano Heredia

Annex IV – Sample of additional projects included in the project review

Project name	Theme	Branch	Period of operations	Total budget (Peru)	Executing agency
Canadian Fund for the Extractive Sector in Latin America and the Caribbean (CANEF)	Sustainable economic growth	NLG	2015-10-21 / 2020-03-31	\$20,000,000	IDB - Inter-American Development Bank
Sustainable and Inclusive Communities in Latin America (CISAL)	Sustainable economic growth / natural resource governance	NLG	2014-03-06 / 2019-03-29	\$19,350,000	Federation of Canadian Municipalities
Canada-Pacific Alliance Scholarships	Sustainable economic growth / education	NLG	2016-08-25 / 2021-05-21	\$5,200,000	University of Alberta
Skills for Employment in the Extractives Sector of the Pacific Alliance	Sustainable economic growth / technical and vocational education and training	NLG	2016-07-25 / 2021-09-30	\$16,200,000	CICAN - Colleges and Institutes Canada
Responsible Artisanal Gold for Sustainable Development	Sustainable economic growth / natural resource governance	NDP	2015-06-09 / 2018-07-23	\$2,240,885	Artisanal Gold Council
Planning of Directive Project to Modernize the Peruvian Public Service (SERVIR)	Governance	NDP	To be confirmed: planning phase	\$93,081	Not selected
Enhancing the Development Impact of Extractive Industries in Peru	Sustainable economic growth / natural resource governance	NDP	2010-03-25 / 2018-09-30	\$17,790,459	IFC - International Finance Corporation
Strengthening Management of the Education Sector in Peru (FORGE)	Children and youth / education	NDP	2013-03-31 / 2018-03-31	\$15,371,333	GRADE - Group for the Analysis of Development
Prevention of Conflicts Over the Use of Natural Resources in Peru	Sustainable economic growth / natural resource governance	NDP	2012-01-17 / 2018-07-17	\$6,690,000	UNDP - United Nations Development Programme
Andean Regional Initiative - Effective Partnerships for Local Development - Peru (ARI)	Sustainable economic growth / natural resource governance	NDP	2011-03-24 / 2018-01-31	\$6,769,852	WUSC - World University Service of Canada
Education for Employment - Economic and Social Development in Peru (EFE)	Sustainable economic growth / technical and vocational education and training	NDP	2012-04-23 / 2017-12-30	\$6,161,233	CICAN -Colleges and Institutes Canada
Strengthening Regional Governments for Social and Economic Development in Peru (PROGOBERNABILIDAD)	Governance	NDP	2011-07-20 / 2018-03-31	\$19,075,668	Agriteam Canada
Program for Sustainable and Efficient Management of Energy Resources in Peru (PROSEMER)	Sustainable economic growth	NDP	2012-03-28 / 2019-07-31	\$19,000,000	IDB - Inter-American Development Bank
Improving Basic Education for Indigenous/Rural Children in S. Andean and Amazonian Peru	Children and youth / education	NDP	2010-03-15 / 2017-03-31	\$19,081,760	UNICEF - United Nations Children's Fund

Annex IV – Sample of additional projects included in the project review (continued)

Project Name (use)	Theme	Branch	Period of Operations	Total Budget (Peru)	Executing Agency
Strengthening Vocational Training in North Lima	Education	KFM	2013-02-21 / 2015-10-30	\$1,325,596	Éducation internationale
Building Collaboration for Sustainable Economic Growth	Sustainable economic growth	KFM	2011-06-28 / 2014-12-19	\$500,000	World Vision Canada
Techno-links for Improved Access and Incomes	Sustainable economic growth	KFM	2011-03-30 / 2014-09-30	\$1,713,378	Mennonite Economic Development Associates (MEDA)
Increasing Wealth and Improving Food Security Through the Integrated Cooperative Business Model	Sustainable economic growth	KFM	2015-10-15 / 2019-09-30	\$17,343,356	Canadian Co-operative Association
Co-operative and Mutual Partnership Project 2012-2017	Sustainable economic growth	KFM	2012-03-12 / 2017-06-30	\$7,147,500	SOCODEVI - Canadian Cooperation Society for International Development
Integrity, Mobilisation, Participation, Accountability, Anti-Corruption and Transparency (IMPACT)	Governance	KFM	2016-03-23 / 2020-01-31	\$13,610,805	Transparency International
Preventing Violence Against Women and Youth in Peru	Governance	KFM	2011-07-06 / 2014-10-31	\$449,698	International Centre for the Prevention of Crime