



Evaluation of CIDA's Peru Program

2005-2010

SYNTHESIS REPORT

July 2012



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Cette publication sera aussi disponible en français sous le nom : Évaluation du programme de l'ACDI pour le Pérou 2005-2011.

Printed in Canada



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Acknowledgments

CIDA's Evaluation Directorate wishes to thank all who have contributed to this evaluation exercise for their valued input, their constant and generous support, and their patience.

Our thanks go first to the independent evaluation team made up of four Canadian specialists from Le Groupe-Conseil Baastel and supported in the field by two Peruvian specialists: i) Philippe Bâcle, team leader and senior evaluation specialist, ii) Maryvonne Arnould, education specialist and responsible for humanitarian assistance iii) Gabriela Byron, governance specialist and responsible for gender equity; iv) Alain Lafontaine, environmental specialist, and the Peruvian specialists: Elizabeth Germana, education specialist and Rosa Alcayhuaman, environmental and humanitarian assistance specialist.

The Evaluation Directorate would also like to thank the Peru Country Program management team in Lima, especially Antoine Chevrier, Director and Head of Aid, and Pascale Thivierge, Peru Program Chief of Operations, for their valuable support. We are also grateful to the Program Support Unit in Lima, with special thanks to Dino Rinaldo

Our thanks also go to the representatives of CIDA's Partnerships with Canadians Branch, the Multilateral and Global Programs Branch, the Government of Peru, in particular the Peruvian Agency for International Cooperation (APCI) for their helpfulness and their useful, practical advice to the evaluators. We would also mention the staff in the regional and district sectoral offices, as well as multilateral agency staff in the field (UNICEF, UNPF, World Bank and UNDP), the technical and financial partners' representatives (the European Union, Spain, the United States and others), and the representatives of other donor agencies and civil-society organizations – Canadian, Peruvian and other – working in Lima.

Thanks are also due to CIDA evaluation managers Rémy Beaulieu and Frantz Pierre-Jérôme, of the Evaluation Directorate, as well as external advisor Michel Pilote, for their help providing us with statistical data and analyses.

Goberdhan Singh

Director General

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List of Acronyms and Abbreviations

APCI	Agencia Peruana de Cooperación Internacional
ARGEF	Andean Region Gender Equality Fund
BPP	Bilateral Programming Plan
C\$	Canadian dollar
CCA	Canadian Co-operative Association
CDPF	Country development programming framework
CIDA	Canadian International Development Agency
CIES	Consortio de Investigación Económica y Social
CLWR	Canadian Lutheran World Relief
CNE	Consejo Nacional de Educación
COE	Centre for occupational education
CSO	Civil society organization
DAC	Development Assistance Committee
DDP	Defensoría del Pueblo
DRE	Departamento Regional de Educación
EA/HA	Emergency assistance/humanitarian assistance
ECD	Early childhood development
EIA	Environmental impact assessment
FONCEP	Fondo Canadiense para la Educación Peruana
GPB	Geographic Programs Branch
GNI	Gross national income
GoP	Government of Peru
GRADE	Grupo de Análisis para el Desarrollo
GTZ	Agency for Technical Co-operation
IBE	Intercultural bilingual education
IDL	Instituto de Defensa Legal
IFRC	International Federation of Red Cross and Red Crescent Societies
MDG	Millennium Development Goal
MGPB	Multilateral and Global Programs Branch
MED	Ministerio de Educación
MEM	Ministerio de Energía y Minas
MIMDES	Ministerio de la Mujer y Desarrollo Social
MINAM	Ministerio del Ambiente
MULTI	Multilateral and Global Programs Branch
MVCS	Ministerio de Vivienda, Construcción y Saneamiento
NGO	Non-governmental organization
ODA	Official Development Assistance
OGGS	Oficina General de Gestión Social
PBA	Program-based approach

PCP	Peru country program
PEN	Proyecto Educativo Nacional
PER	Proyecto Educativo Regional
PERCAN	Peru-Canada Mineral Resources Reform Project
PHAP	Peru Hydrocarbon Assistance Project
PIP	Proyecto de Inversión Pública
PMF	Performance management framework
PNSP	Plan Nacional para la Superación de la Pobreza
PROMEB	Proyecto de Mejoramiento de la Educación Básica
PPPSRF	Public Policy and Public Sector Reform Fund
PWCB	Partnerships with Canadians Branch
RBM	Results-based management
RENIEC	Registro Nacional de Identificación y Estado Civil
S/.	Peru Nuevo sol
SRF	Strategic Results Framework
ToRs	Terms of Reference
UGEL	Unidad de Gestión Educativa Local
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
US\$	United States dollar
USACC	Unidad de Servicio de Apoyo a la Cooperación Canadiense
USAID	United States Agency for International Development
WB	World Bank
WFP	World Food Programme
WUSC	World University Service of Canada

Executive Summary

Background

This evaluation assesses, for the period of 2005-2010, the performance and achievements of various CIDA initiatives designed to help create a positive and enabling environment for more equitable and sustainable poverty reduction in Peru.

The initiatives evaluated draw together CIDA's overall investments delivered through its three delivery channels: the Geographic Programs, Partnerships with Canadians Branch, and Multilateral and Global Programs. The activities covered by the evaluation encompass the 2005–2010 Peru Country Program's (PCP) main areas of intervention, namely: basic education, governance, private sector development, the main extractive sector, international humanitarian assistance and reconstruction/recovery period,¹ as well as the themes of equality between women and men, and the environment.

In order to assess consistency in CIDA's operations in Peru, some aspects of the 2010-2015 Country Development Program Framework (CDPF) were also considered in preparing this evaluation.

Peruvian Context

Peru is the fourth largest country in South America. It benefits from a wealth of natural resources and enjoys strong long-term development potential. The World Bank classified Peru as an upper middle-income country, with a gross national income *per capita* of US\$3,410. In recent years, Peru's economy gained ground to become one of the strongest in South and Central America. In 2004 alone, support from primary donors totalled US\$470.92 million. Between 2004 and 2009, the 10 major donor countries disbursed a total of US\$ 2.5 billion in Peru. Canada ranks 6th among Peru's external partners and Canada's contribution during that period amounted to \$111.05 million or 4% of the total aid flows.

Peru's population density is relatively low. Of a population of 27 million people, 30% or 7.5 million live in Lima. Like other Andean countries, it is a multi-ethnic country: 45% indigenous people, 37% *mestizos* (mixed race) and 15% whites.

On August 15, 2007, the country was hit by an earthquake measuring 7.9 on the Richter scale. This major earthquake affected the Ica region and provinces south of Lima, disrupting the lives of roughly 431,000 persons, leaving more than 200,000 homeless and killing another 519. It also showed the country's unpreparedness. Consequently, a significant portion of the critical

*The Peru Country Program encompasses the 2005-2009 Bilateral Canada-Peru Program and the 2009-2010 Country Programming Strategy.

infrastructure for providing basic services to the population could not be used, creating damages estimated at close to \$30 million. The combined effort of the international community, including CIDA, contributed to implementing a comprehensive range of projects to support recovery/reconstruction, rehabilitation and humanitarian assistance efforts resulting in a new focus on emergency response programming combined with development assistance.

In 2009 and 2010, Peru's economy grew at an annual average rate of approximately 3%. The Peruvian economy is characterized by wide disparity among regions with chronic socio-economic problems such as high levels of poverty, employment insecurity, and economic, social, and political exclusion. Peru ranked 63rd out of 169 countries that feature comparable data with respect to the Human Development Index established by the United Nations Development Program (UNDP). Over two million Peruvians (7.9% of the population) live on less than US\$1.25/day, largely in rural areas. Informal employment is a permanent feature, which represents 65% of the economy. The percentage of the population living in poverty and extreme poverty has remained constant in the last two decades, around 36% to 40%, especially in some rural areas in the Central mountain range and forest regions in particular.²

Peru's key development challenges include serious institutional weakness and unequal distribution of resources and wealth resulting in widespread poverty that affects more than half of the population.

In 2002, a National Agreement was signed between the Government, other main political forces and representatives of civil society to prepare broad policy guidelines to combat inequality and poverty until 2022. Within two years, Parliament endorsed the 2004-2006 National Plan for Poverty Reduction. It constituted for the donors community a key reference as it attempted to bring together the National Agreement proposals, the Millennium Development Goals, and the Government's general poverty reduction policy.

Later, the newly created Peruvian International Cooperation Agency (APCI) produced two key documents setting out the Peruvian government's guidelines for international cooperation: the National Policy for International Cooperation and the Annual Plan for International Cooperation. These documents established four strategic areas in which non-reimbursable international cooperation can complement tasks carried out by the state:

- Human security, contributing to secure universal access to drinking water and sanitation, as well as eliminating all forms of exclusion and discrimination;
- Governance, contributing to a democratic, transparent and efficient state, guaranteeing universal access to justice, and assisting in the decentralization process;

¹ For greater clarification, humanitarian assistance is based on the broader DAC definition, which is explained further in the text.

- Human development, through universal access to quality education and improved health and nutrition;
- Sustainable competitiveness, through the promotion of national competitiveness, appropriate work conditions and abundant work opportunities; sustainable use of natural resources and protection of the environment; scientific and technological development; and, Peru's integration into the world economy.

Because of its consensual and long-term nature, the National Agreement has played an important part in formulating the 2005-2010 Peru Country Program (PCP).

Rationale, Approach, Methodology and Scope of the Evaluation

The evaluation of CIDA's 2005-2010 Peru Country Program (PCP) pursued the following main objectives:

- To take stock of the results achieved by CIDA's overall investments in Peru over the 2005-2010, five-year period;
- To assess the Program's overall performance against eight performance criteria considered essential aspects of good development: relevance, effectiveness, sustainability, cross-cutting issues, coherence, efficiency, management principles, and performance management;
- To document and disseminate findings and lessons learned, and to formulate recommendations for improving the performance of CIDA's overall investments going forward.

Between the 2005-2006 and 2009-2010 fiscal years, CIDA disbursed a total of \$172 million to Peru. Of this amount, 38.3% was designated for democratic governance, 10.6% for strengthening basic education, 24.0% for private sector development, 9.6% for improving health, 6.4% for humanitarian assistance and recovery/reconstruction, and 2.1% for the environment.

The evaluation focussed on a sample of 27 projects with total disbursements of \$88.35 million, 51% of total disbursements in Peru. The projects were chosen based on their distribution by sector, delivery channel or mechanism. The evaluation included 13 projects from the Geographic Programs Branch (GPB) for a total of \$63.2 million (70% of the disbursements in the sample), 9 projects from Partnerships with Canadians Branch (PWCB) valued at \$22.53 million (or 25.5%) and 5 projects from the Multilateral and Global Programs Branch (MGPB) for a total of \$2.6 million, representing 2.9% of disbursements in the sample. The 2005-2010 Peru Country Program was accompanied by a Strategic Results Framework (SRF) that provided expected outcome-level results for each sector and this tool has been useful during the evaluation process to gauge the results associated with CIDA's interventions in Peru. The

Performance Measurement Framework (PMF) and the Logic Model only became Agency requirements in 2009.

This evaluation was completed in accordance with CIDA's methodological framework for evaluating country programs. Despite the limited number of independent project evaluation reports, the triangulation of various data sources for collecting qualitative and quantitative information enabled the evaluation team to provide evidence that is both sufficient and appropriate to support the findings and conclusions on the Program's overall performance and results. The methodology includes a set of eight performance criteria grouped under two key questions: 1) What was achieved? (related to the following criteria: relevance, effectiveness, sustainability and crosscutting themes); 2) How was it achieved? (in relation to: coherence, efficiency, management principles and performance management). The eight performance criteria were assessed on a five-point scale, the same scale used by the Evaluation Directorate over the past four years in 20 previous program evaluations: highly unsatisfactory (0 to 1.0); unsatisfactory (1.1 to 2.0); moderately satisfactory (2.1 to 3.0); satisfactory (3.1 to 4.0); and highly satisfactory (4.1 to 5.0).³

Main Findings: Sectors and Themes

The purpose of CIDA's PCP (as set in the 2005-2009 Bilateral Programming Plan (BPP)) and its areas of intervention matched the Government of Peru's overall objective to reduce inequality and poverty in a sustainable manner.

Education

Expected result in the Strategic Results Framework (SRF): Improve the quality and access to basic education for poor Peruvians.

Significant strides were made in achieving the expected results in education initiatives. One of the Program's major achievements in education was to develop an integrated model (early childhood, basic education and intercultural bilingual education) for rural education, which could eventually be replicated in other parts of Peru. This model allowed students to complete primary education with the required competencies. It has also led to impressive learning improvements in reading comprehension and writing skills. Other projects addressed adult education and contributed to reducing inequality in education opportunities for an excluded segment of population not covered by the bilateral programming.

CIDA's technical assistance contributed to strengthening management and administrative capacities at the regional level to handle processes associated with better governance and

³ Cumulated evidence from program evaluations clearly demonstrated that the five-point scale has not induced a systematic error where the middle position "moderately satisfactory" would unduly be selected more often due to its inherent ambivalence. It is important to note that this scale was tested for reliability using a sample of over 188 projects when it was designed.

effective decentralization of education. CIDA also played a leadership role in introducing innovative approaches for rural education and in supporting research and pilot projects. It also promoted consultation mechanisms, communications, policy dialogue and sharing of experiences and lessons learned among local, regional and national stakeholders and other donors in education. In the 2010-2015 CDPF, Education remains a pillar of CIDA's interventions in Peru and was integrated with the theme "children and youth". The new CDPF also seeks to strengthen the governance of education systems in Peru. However, despite significant improvements, the education sector in Peru remains generally centralized and poorly coordinated. Efforts to achieve equity for students from different socio-economic backgrounds and to overcome poverty are slow to achieve the expected results. Peru's performance in this sector continues to lag behind that of other countries in the region, but several studies concluded that the country is headed in the right direction.

Governance

Expected results in the SRF: Promote good governance by supporting democratization, public sector reform and inclusive management.

Because most development objectives in Peru depend on an efficient and effective decentralization process, the Program's interventions happened through the *Defensoría del Pueblo (DDP)* or Ombudsman Office—the only program-based approach—and helped develop 28 regional offices.

Through the Public Policy and Public Sector Reform initiative, the Program supported efforts to provide citizens with appropriate documentation to access government health services, pensions and education services. Governance activities, by transcending all thematic areas, contributed to a large degree to the success of the Program through a creative and appropriate combination of long-term capacity building and short-term, rapid, flexible responses to opportunities. Current weaknesses in Peru's governance system still inhibit the country's development potential, and much remains to be done to overcome these major challenges. In CIDA's experience, the Ombudsman's Office is an efficient and effective organ of government but other parts of Peru's governing system still need strengthening.

Private Sector Development and the Extractive Sector

Expected results in the SRF: Help increase the Government's capacity to effectively regulate and minimise environmental impacts, build consensus among stakeholders, and generate revenue from the strategic sectors (mining and hydrocarbons).

Some significant breakthroughs are visible due in part to the coherence of the various and successive CIDA initiatives: i) improved management of the mining and hydrocarbon industries in Peru (a sector of significant interest to Canada particularly following the Canada-Peru Free Trade Agreement; ii) improved governance, efficiency, transparency, conflict resolution; and iii) to some extent, the complementarity of interventions by government, the private sector and civil

society with respect to equitable and environmentally sustainable economic growth. This sector has traditionally been affected by social conflict and CIDA's interventions contributed to exploring mechanisms for conflict resolution among stakeholders. The sector continues to be a matter of intense debate among Peruvians, not only because of the large revenues it generates and its distribution, but also because of ongoing environmental liabilities and other tensions associated with the exploitation of natural resources.

It is still premature to measure the extent to which revenue distribution from the extractive sector, through royalty-sharing arrangements with targeted regions, can be transformed into effective poverty reduction. Regions are still considered under-resourced and not yet capable of capitalising on new resources or effectively planning and managing development projects. Sustainability of the results achieved to date rests upon the systematic institutionalisation of regulatory and taxation policies and practices by the Government of Peru, which is also tasked with empowering regions to effectively and sustainably manage their mining- and hydrocarbon-rich areas.

Humanitarian Assistance and Reconstruction/Recovery

Expected results: Improve the conditions of families affected by the disasters; support a transition from immediate emergency response to recovery and reconstruction activities; improve the quality of water service in the beneficiary communities.

This evaluation used the DAC codes which capture a broader range of activities (a whole-of-agency approach) than those funded by CIDA's International Humanitarian Assistance Directorate. The Program's initiatives under this theme achieved their objectives in support of CIDA's priority themes. Four of the six projects sampled achieved highly satisfactory results, particularly in response to the 2007 earthquake and in initiatives related to water sanitation. CIDA's contributions to the recovery/reconstruction efforts, the emergency response and rehabilitation helped save lives and alleviate the suffering of those affected by the earthquake, particularly women and children in need. The sanitation program contributed to improving the quality, equity, efficiency and access to water and sanitation services in peri-urban and rural areas. The Program also promoted decentralization by strengthening the technical, managerial and administrative capacity of municipal governments and supporting regulatory needs at the national level. However, some of the PCP's short-term initiatives still lack criteria for selecting beneficiaries and for integrating various supports needed in post-disaster situations, which include longer programming. Further challenges in this sector remain, including: the slow pace of the decentralization process within the Peruvian Ministry responsible for Public Safety/Security as well as the limited financial capacities of regional and municipal governments particularly in the water and sanitation sector.

Cross-cutting Issues: Gender Equality and the Environment

Expected results in the SRF: Help increase women's political, economic and social participation in development processes, reinforce Government capacity to effectively regulate

and minimise environmental impacts and build consensus among the stakeholders for equitable, environmentally-sustainable, economic growth.

Results of CIDA activities in gender equality were either highly satisfactory (governance and humanitarian assistance) or satisfactory (education and private sector development). The Program made some progress in promoting gender equality and the environment. CIDA's support to, and insistence, on gender equality has been a factor in situations where there was little previous experience in this regard and where gender was still, to some extent, addressed as an additional issue. In other situations, CIDA worked with organizations possessing a highly developed gender equality capacity that has resulted in important strategic achievements (the National Equal Opportunities Plan 2006-2011). CIDA addressed gender equality as a governance issue by promoting women's participation in critical decision-making and their access to publicly available funds and by supporting legislation and national or regional plans in support of gender equality and women's human rights, particularly in the critical area of violence against women. However, women's equality in the labour market is still low and their access to education and health is still inadequate, particularly among the indigenous people.

In environment, the Program evaluation provides some examples of success with respect to integrating the environment in CIDA programming: the establishment of the *MINAM* to which CIDA contributed through its support to *DDP* or other initiatives particularly in the economic growth sector. The PERCAN project in particular is a great success by contributing to the development of norms, regulations and guidelines for the mining and environment sectors. However, there is still room for improvement in the mainstreaming of environmental issues in the program and project portfolios reviewed. Preparing an environment implementation plan, as it was done for gender equality, would assist in placing more focus on this dimension. On a number of other fronts, the environment dimension is not fully integrated in the governance portfolio and in the education sector; in the private development sector, environmental factors such as climate change and variability would need to be taken more into consideration as they could affect sustainability of projects implemented in Peru.

Main Findings Against Performance Criteria

Relevance

The relevance of Canada's aid program in Peru was marked as highly satisfactory with initiatives scoring between 4.2 and 4.6, depending on the sector, for a global combined score of 4.5. The Program was aligned with the areas of intervention in the PCP as well as with the directions of the 2002 National Plan for Poverty Reduction.

Effectiveness

The effectiveness of the Program was rated as highly satisfactory with a global combined score of 4.1, and individual initiative scores between 3.9 and 4.2, depending on the sector. There was little variation between the sectors' capacity to deliver results. Humanitarian assistance slightly

outperformed other sectors, whereas governance had the lowest mark. In all sectors of intervention, the horizontal capacity-building component supported the overall decentralization process, helped regional governments begin the effective and more inclusive delivery of services, and responded (to some extent) to the needs of the most vulnerable segment of the population. However, given the country's socio-economic context, much more remains to be done and changes will only come gradually.

Sustainability

The Program was generally successful in implementing potentially sustainable projects and earned a combined score of 3.8 and average scores between 3.7 and 4.0 (i.e. "satisfactory"), depending on the sector. Most of the projects contributed to institutional-strengthening efforts, allowing for the development of technical and institutional capacities, creating commitment and building a strong sense of ownership, with reasonable prospects for maintaining the benefits achieved. The Government of Peru's weak capacity in implementing a fruitful decentralization process, which is key to sustainability, could, however, hamper longer-term results.

Themes of Gender Equality (GE) and the Environment

The Program was rated satisfactory in achieving results associated with cross-cutting issues, with a combined score of 3.9, and individual scores ranging from 3.5 to 4.1, depending on the sector. Education (3.7), and private sector development and the extractive sector (3.5) had lower marks than other sectors. The environment theme had not yet been properly integrated into the education curriculum, hence the lower rating of 3.7. Similarly, compared to other sectors, projects in the private sector development and extractive sector area generally provided fewer opportunities for women's economic empowerment. Technical and financial partners recognized CIDA's leadership and ongoing contribution to gender equality policy dialogue.

Coherence

Coherence was rated as satisfactory with a combined score of 4.2 and individual scores ranging from 3.9 to 4.2. The low score reported on coherence in private sector development projects reflects the fact that efforts in this area were concentrated mainly in interventions related to the mining extractive sector; a relatively recent area of intervention. In addition, key stakeholders in this sector are primarily trade agencies such as Export Development Canada working in collaboration with Canadian mining companies which operate in trade activities under the Canada-Peru Free Trade Agreement. It is only recently that CIDA has been increasingly involved in corporate social responsibility, conflict prevention and democratic governance projects. These interventions are carried out in interaction with other Government departments, such as Aboriginal Affairs and Northern Development, and certain regional organizations such as the Andean Regional Initiative. Nevertheless, CIDA is well regarded by its like-minded partners within the donor community and has seized opportunities for synergy as they appear.

Efficiency

The Program's efficiency was rated as satisfactory with scores ranging from 3.7 to 4.2, for an average score of 3.9. The full decentralization of the Program since 2011 and the reengineering of the Program Support Unit provided the Agency with the capacity, critical knowledge and analytical skills, not only to efficiently deliver projects in the field, but also to tackle non-project development results and other key program and management issues: policy dialogue, tripartite coordination, etc. While the triangulation of various information tools allowed assessment of the Peru Program's efficiency, much more remains to be done to improve the reliability of data collection and evaluation reporting. Despite this perceived weakness, the Program presented some strong elements related to its efficiency. Overall, it proved to be cost-effective. Final expenditures corresponded somewhat to planned expenditures, and projects were generally well managed, both financially and administratively. Some challenges at the corporate level that affected the Program's performance include: i) slow, complex planning and approval procedures; ii) changes in strategic directions and their lack of operational clarity and specificity; and iii) lack of predictability regarding the annual financial resources available to the Program.

Management Principles

The Program's performance, reviewed here based on the principles of the Paris Declaration, was satisfactory (4.0). The Program has fostered ownership by helping to develop the capacity of key Government ministries to prepare more comprehensive strategies and policies in key program areas. To the extent possible, initiatives aligned with national plans and strategies (e.g. National Agreement) and used appropriate national systems, including Peruvian financial and accounting systems. However, harmonization remains a work-in-progress even though relations between CIDA and their colleagues from the international community have been polite, respectful and positive. Aside from the *Defensoría del Pueblo* (the major pooled funding initiative), and interest expressed by some donors, no formal arrangements or mechanisms to favour joint planning or funding, monitoring or evaluation have emerged.

Performance Management

The Program was rated satisfactory (3.7) in this area. CIDA is regarded by donor and government partners as one of the main advocates for building results-based approaches in its projects. CIDA has broadly supported much appreciated capacity-building initiatives and technical assistance for donors, government and civil society on Results-Based Management, and monitoring and evaluation. The Strategic Results Framework is the product of a time when CIDA was experimenting with different models. The tools and instruments currently available are still not adequate or appropriate for measuring outcome results and ensuring proper reporting. Risk assessment is carried out at the project planning stage, but weakens at the program level. The Program's risk management scheme would need to be reviewed and adjusted to the country's new realities and the decentralization of Canadian aid. The lack of corporate memory and the unsystematic manner in which strategic information and records are managed indicate that knowledge management remains a corporate issue. Nevertheless, it was

encouraging to notice clear continuity and coordination of sector priorities between the 2005-2010 PCP and the current 2010-2015 CDPF.

Delivery Channels and Mechanisms

The evaluation assessed, not only program outcomes, but the performance of the delivery channels (i.e. Geographic Program Branch, Partnerships with Canadians, and Multilateral and Global Programs) and the delivery mechanisms (i.e. bilateral directive programming, bilateral responsive programming, PBAs, pooled funding, multilateral responsive programming, and partnership responsive programming). However, comparisons among them are subject to limitations that should be kept in mind.

No significant differences in overall performance between GPB and PWCB initiatives emerged from the evaluation. Relevance has the highest average scores (4.5). Average ratings for effectiveness were also above average (4.1). Performance management and sustainability received the lowest scores (3.7 and 3.8). Overall, bilateral programming allows Canada to better assert its foreign policy and strategic objectives in Peru (under the Paris Declaration principles and commitments, the Canada-Peru Free Trade Agreement and the Americas Strategy). Canada can also showcase its distinctive expertise in areas such as: gender equality (an area in which the Agency is a known leader), public sector reform and decentralization, and private sector development, notably, natural resources management, systems and data bases, etc.

PWCB has shown its value-added in areas where the Bilateral Programs Branch was less present such as governance, technical training, etc. Both channels have implicitly agreed that unbridled urbanisation and suburban development in Lima is a pressing problem that NGOs and CSOs are better equipped - and more eager - to address than GPB. Both channels also have projects in Peru that are reasonably coherent.

The sample of multilateral initiatives and the way these projects operate make it difficult to generalize about this delivery channel. It is worth mentioning, however, that based on the projects analysed, there was productive synergy between multilateral and bilateral investments in humanitarian assistance in this sector.

With respect to aid delivery mechanisms, the Program's single pool-funded initiative (i.e. support to the *DDP*) does slightly better than other projects in the sector, primarily because of its very high relevance to both partners, as well as to CIDA's enduring support of the *DDP*, a successful and highly visible ombudsman institution. Overall, the Program's responsive initiatives score slightly higher than other interventions, possibly reflecting the fact that they are more targeted. Being smaller in size, responsive projects tend to do well compared to directive projects, with respect to effectiveness and coherence. The profile of the current Program strikes a comfortable balance between responsive and directive projects, and is well adjusted and structured to provide targeted assistance in each key sector or area.

Main Conclusions

Overall, the evaluation concluded that PCP's met the expected results and priorities identified in Peru's Poverty Reduction Strategy and the National Agreement:

- Initiatives in the education sector matched the National Agreement's second objective,, "equity and social justice," by targeting education in rural areas and of disadvantaged populations.
- The governance component revolved around two of the National Agreement's four priorities: "democracy and the rule of law" and "consolidation of an efficient, transparent and decentralised state." Thus, the Program supported policy dialogue, citizen participation, decentralization, efficient management and an effective regulatory environment.
- CIDA's private sector development and extractive sector programming clearly supported the National Agreement's fourth priority "country's competitiveness," by supporting the extractive sector as a potential contributor to poverty and inequality reduction.
- As for the HA and water and sanitation sector, CIDA's initiatives were congruent with the second objective of the National Agreement, "equity and social justice," facilitating access to improved water and sewer infrastructures.

The Program was implemented in an environment marked by multiple changes (1) within Peru itself, at the national, regional and municipal levels, (2) in the nature of Canada's new bilateral relationship with Peru chiefly defined by the Canada-Peru Free Trade Agreement and the Americas Strategy (3) CIDA's own changing priorities and policies and (4) in Peru's relationship with international donors, particularly in the context of the Aid Effectiveness Agenda.

In this context, CIDA found its niche and defined its value-added by refocusing the 2005-2010 Peru Country Program on fewer sectors that are well aligned with Peru's priorities. The decentralization was carried out in a way that allowed the Program to build on past sectors (such as water and sanitation, where it was active for more than 15 years) and priority areas such as education and private sector development where Canada enjoys a competitive advantage. The high level of continuity is also evident between the 2005-2010 Country Program and the new CDPF.

The decentralization process seemed to make the Peru Program more effective. While ensuring that program activities are relevant in a changing and dynamic internal and external environment, the Program team succeeded in maintaining a good balance between adjusting to a multidimensional transition period, and effective, efficient program delivery in the field. However, corporate issues such as approval process and delegations continue to limit the Program's ability to fully meet its obligations.

The Program team achieved a variety of results in the areas of concentration by implementing a wide range of activities relating to the Program's key objectives using a good mix of delivery mechanisms through CIDA's three delivery channels.

CIDA's combined sectoral interventions facilitated the creation of an enabling environment conducive to equitable, sustainable poverty reduction as well as to pursuing the drive toward strengthening democratic institutions and regional/local decentralization.

Judged against the eight performance criteria, the Program was rated highly satisfactory for its relevance and effectiveness, while cross-cutting issues and sustainability rated as satisfactory, as did management principles and performance management.

Feedback from key Peruvian officials, other bilateral and international donors and a large spectrum of civil society organizations, suggests that the CIDA team in Lima played a critical role by showing leadership in a wide range of areas: policy dialogue, exchange platforms and roundtables on key issues in the interest of harmonization and aligning development assistance towards a sound blend of poverty reduction, conflict resolution and social inclusion measures on the one hand, and economic growth with a view to achieving equitable and fair socio-economic development on the other.

These key stakeholders also suggested that in their day-to-day interactions with the Program, its effectiveness and efficiency were somewhat affected by slow, complex approval mechanisms that add uncertainty to planning and delivery.

Recommendations

The evaluation recognizes CIDA's recent and current efforts to become a more efficient and effective organization through its Aid Effectiveness Agenda, its response to the 2009 report of the Auditor General of Canada, and its business modernisation initiative. Together they address some of the corporate issues such as decentralization and delegation of authorities to the field, and acceleration of the planning and approval process for CIDA's interventions. Ongoing improvements in these areas combined with the Agency's interest in developing more synergies with other donor-partners in areas such as joint diagnoses and assessments, would enable the Program to respond more effectively and strategically position itself with respect to emerging policy dialogue and donor coordination initiatives.

Recommendation 1 – Relevance/Effectiveness: The Program is encouraged to pursue interventions that strengthen regional and local governments in the sectors CIDA has decided to focus on.

Recommendation 2 – Sustainability: The Program is encouraged to develop well thought-out and agreed-upon strategies with other donors and Peruvian stakeholders to sustain project results and benefits, particularly in initiatives linked to decentralization and local governance.

Recommendation 3 – theme – Gender Equality: The Program is encouraged to reinforce efforts targeted at better integrating gender in the education sector and greater participation of strong gender equality partners in other key clusters, such as social conflicts, by specifically targeting indigenous and aboriginal organizations.

Recommendation 4 – theme – Environment: Building on the strategic environmental assessment completed in 2009, the Program is encouraged to develop relevant mechanisms that will ensure effective integration of environmental considerations in its programming and policy dialogue.

Recommendation 5 – Coherence: Considering the importance of PWCB investments, in partnering with CSOs as catalysts of change, and Multilateral and Global Programs interventions in Peru, the Program should consider ways to develop synergies within and among sectors where all three delivery channels are involved to ensure fuller and more systematic optimisation of potential mutual opportunities.

Recommendation 6 – Management principles: Given the key role the Peruvian Agency for International Cooperation (APCI) could play in the international cooperation arena, the Program is encouraged, to identify ways to strengthen the APCI in collaboration with other donors, so that the APCI can more effectively and efficiently exercise its role as an international cooperation coordinator.

Recommendation 7 – Performance management: The Program should update and enhance its result-oriented performance management tools and methods, including identifying more specific and realistic results accompanied by measurable indicators, and set up a lessons learned and knowledge sharing strategy, including relevant lessons learned from other donors' experiences in Peru and the region.

Introduction

This evaluation of the 2005-2010 Peru Country Program (PCP)⁴ was conducted between April 2011 and February 2012. Using a variety of criteria, it assessed CIDA's performance in providing development assistance to Peru from initial implementation of the bilateral programming plan for cooperation signed between Canada and Peru, to 2010. The evaluation focused on the five years of the Peru country programming plan⁵ implementation and covered investments in all main areas of intervention and themes.

This synthesis report is based on the observations and analyses in the technical report prepared by the team of evaluators, and comments from the various stakeholders both within and outside the Agency.

1.0 Rationale, Approach, Methodology and Scope of the Evaluation

1.1 Objectives, Scope and Issues of the Evaluation

The evaluation of CIDA's Peru Country Program had the following objectives:

- To take stock of the results achieved by CIDA's overall investments in Peru during the 2005-2010 implementation period of the Peru Country Program;
- To assess the Program's overall performance against eight performance criteria considered essential aspects of good development: relevance, effectiveness, sustainability, cross-cutting issues, coherence, efficiency, management principles, and performance management; and,
- To document and disseminate findings and lessons learned, and formulate recommendations to improve the performance of CIDA's overall investments going forward.

The evaluation focused on overall investments from the three CIDA delivery channels in the main areas of intervention (i.e. basic education, governance, private sector development and the extractive sector, and humanitarian assistance, including emergency aid,

⁴ The Evaluation of the Peru Country Program (PCP) featured a comprehensive review of overall disbursements associated with CIDA's three delivery channels (i.e. Geographic, Multilateral and Global Programs and Partnerships with Canadians). In this regard, the term "bilateral" has a broader connotation than strict funding originating from CIDA's Geographic Programs Branch. Initially, the PCP consisted of a bilateral agreement signed between Canada and Peru for official development assistance from Canada to Peru for the 2005-2009 period. In 2009-2010, a complementary country program strategy was added, in preparation for the 2010-2015 Country Development Programming Framework.

⁵ This report will consistently refer to the 2005-2010 Peru Country Program (PCP), which encompasses both the 2005-2009 bilateral agreement signed between Canada and Peru and the 2009-2010 Country Program Strategy.

reconstruction/recovery, water and sanitation, and other humanitarian-related services) as well as the main themes of gender equality and the environment). A sample of 27 projects⁶ out of 94 with disbursements of \$88.35 million or 51% of the total disbursements in Peru (\$172 million⁷) was selected for the review. The projects were chosen based on their distribution by sector, delivery channel and mechanism. The sampling was limited to projects valued at C\$250,000 or more. Priority was given to the bilateral component of the Program, which accounts for 70% of CIDA's disbursements and was examined through the analysis of 13 projects. However, the other delivery mechanisms—i.e. Partnerships with Canadians, with 9 projects valued at \$22.53 million (or 25.5%) and Multilateral and Global Programs with 5 projects valued at \$2.6 million representing 2.9% of the total disbursement in the sample—were also considered.

It should be noted that when the 2005-2010 Country Program was approved, the Agency did not require the Performance Measurement Framework (PMF) or Program Level Logic Model. They were developed in 2009 in preparation for the 2010-2015 CDPF.

In the absence of the PMF, the evaluation examined the following areas as defined by the Terms of Reference and consistent with the Evaluation Directorate's methodology:

Program achievements during the evaluation period – What progress has been made towards the development outcomes expected by Canada and Peru, and in relation to the needs expressed by recipients? To address these issues, the PCP and its components were analysed against the following four criteria: relevance, effectiveness of results, sustainability; and cross-cutting themes;

Program management – How were the expected results achieved? To address this issue, the PCP and its components were evaluated against the following four criteria: coherence, efficiency, management principles, and, performance management.

1.2 Main Elements of the Evaluation Methodology

The evaluation built up a comprehensive perspective by analyzing three levels of CIDA's operations: (1) the country program level as a whole (Geographic Programs Branch (GPB), Partnerships with Canadians Branch (PWCB) and Multilateral and Global Programs Branch (MULTI)), (2) the sector level (i.e. sectors, sub-sectors and strategic issues), and (3) the project level. Analyzing these three levels produced a balanced set of results which were measured against the Program's intended outcomes and on the assessment of the value-added of Canada's contributions through specific investments and strategies in Peru.

The evaluation was based on expected sectoral outcomes defined in the 2005-2010 Peru Country Program and its Strategic Results Framework, which, following the 2009-2010 Country

⁶ Three of the 27 projects featured multiple phases.

⁷ The total investment of \$172 million as calculated by CFO includes regional funding as well with certain percentage was allocated to Peru.

Programming Strategy, focused on the following themes: Promoting good governance and strengthening basic education.

Evaluation Matrix and Standard Tools — The evaluation team adopted a common methodological approach developed by the Evaluation Directorate for country program evaluation to ensure the reliability and validity of data, observations, and conclusions. To that end, an evaluation matrix was developed based on the evaluation criteria set out in the Terms of Reference to guide data collection and analysis.

Scoping Mission to Identify Critical Issues from the Field and the Data Collection

Strategy — Early in the process, the Directorate’s evaluation managers visited Peru to collect preliminary information on the Program and to meet key Canadian, Peruvian and International stakeholders. That mission took place in May 2011.

Sample — As previously indicated, given the large number of projects funded during the evaluation period (94), a sample of 27 projects was selected for review, representing 51% of the Program’s total disbursements. Appendix B contains two tables: one showing the overall distribution of CIDA projects in Peru by delivery channel, a second table showing the sample’s characteristics by sector, delivery channel, and mechanism.

Data Collection and Analysis Methods — The team of evaluators (Canadian and Peruvian) collected data in Canada at CIDA Headquarters and from Canadian stakeholder executing-agencies and non-governmental organizations (NGOs) implementing the PCP. The team also conducted a three-week mission, including field visits to Peru from September 24 to October 14, 2011. Four data collection methods were used: documentation review, semi-structured individual and group interviews, a few visits to key project sites in each sector, and roundtable discussions with managers of the Peru Country Program, the Program Support Unit staff and advisors, key local program and project stakeholders/partners and representatives of the Government of Peru including the Peruvian Agency for International Cooperation - *Agencia Peruana de Cooperación Internacional (APCI)*⁸- for a briefing at the beginning of the mission and a debriefing at the end. Appendix C lists the documents consulted. Appendix D lists the persons met.

The evaluation matrix and project fact sheets served as references in analysing the data collected. This report summarises the results of such analyses, including: an examination of sample projects based on their specific characteristics, a document review and interviews, based on the evaluation’s main issues and challenges; a rating of projects based on evaluation criteria, delivery channels and mechanisms, and type of investment. Triangulation of data and use of standardized tools ensured that analysis was as valid as possible. Finally, sectoral specialists completed data sheets for sample projects in their respective sectors.

⁸ APCI is the Government Agency responsible for conducting, planning and managing Peru’s international cooperation with donor countries in view of the country’s National Development Plan.

1.3 Evaluation Challenges and Limitations

As expected in this type of large-scale program evaluation, the evaluation team faced some challenges and limitations in conducting the evaluation. Most of these were manageable, but a few turned out to be critical.

Time limits – It is always difficult to estimate the time needed to undertake a country program review. In this regard, the evaluation entailed a rather complex program-level assessment that proved to be particularly challenging and required more time than anticipated.

Data availability and reliability – Turnover of CIDA’s staff involved in the Program was relatively high, making it more challenging than expected for the evaluation team to effectively tap into corporate memory in order to retrieve and collect fully consistent, evidence-based data. This was particularly the case with some of the program officers on the Peru Program who are currently posted overseas or who retired. To address the challenge, the evaluation team adopted a multi-method approach by triangulating different data tools: more than 150 interviews and focus groups were conducted with key former and current informants in Canada and Peru as well as service beneficiaries during 10 site visits. Close to 350 documents and annual reports including project evaluation and mid-term reports were analyzed. A performance assessment report card was also prepared for each of the 27 projects.

For the purpose of this evaluation, and in the absence of a clear corporate framework for humanitarian assistance, the broader DAC definition of humanitarian assistance is used rather than the more restrictive definition used by CIDA’s IHA initiatives and funding. The broader definition includes the following activities: emergency response (following the 2007 earthquake in Peru), emergency food/relief assistance and services, recovery/reconstruction, disaster prevention and preparedness. It also encompasses funding from the three delivery channels. In addition, CIDA’s various data and coding systems as well as the filing of documents both at Headquarters and in the field, occasionally make it difficult to compile a complete, accurate view of the Peru Program’s programming and funding by year, sector and delivery mechanism. For example, some coding inconsistencies were noted, financial information and basic data (e.g. project titles, start dates and budgets) occasionally varied from one source to the next, data on projects provided from the Chief Financial Officer were, at times, questioned by field staff and program officers from the three delivery mechanisms and documents saved using electronic document records and management systems were difficult to share with the evaluation team.

Finally, the 2005-2010 Peru Country Program did not have a Performance Measurement Framework (PMF) and Logic Model. These tools were not required by the Agency until 2009. However, the PCP was accompanied by a strategic results framework (SRF) which provided expected outcome-level results for each sector and this tool was useful during the evaluation process to gauge CIDA intervention results in Peru.

Access to evaluation reports – Of the 27 projects featured in the sample considered for the evaluation, eight have been the subject to final independent evaluations and one major evaluation is currently in progress (PROMEB). Of the eight independent evaluations available, two were conducted in 2006, two mid-term evaluations in 2008 and 2010, and one begun in 2011. Final and mid-term and financial reports were also available on 16 projects including PWCB and MGPB initiatives often spanning several countries. It was not always possible to fully address the efficiency aspect of the PCP, in particular management costs, which were not always readily available. As previously indicated, to compensate for the lack of final evaluations, the evaluators triangulated different information sources (other document reviews, site visits, interviews and focus groups with key stakeholders) included a fair cross-section of analysis levels (i.e. country program, programming areas and projects), and prioritized issues. Although, the evaluation team would have preferred to have access to a wider pool of evaluation reports and key informants at headquarters and in the field, they concluded that the triangulation provided valuable, reliable and evidence-based evaluative information on results for the period covered by the PCP evaluation (2005-2010) to support findings and conclusions on the Program's overall performance and results.

Contextual challenges – The significant evolution witnessed in the Peru Program's internal and external environment over the evaluation period also added to the complexity of the evaluation. Several issues had to be considered while planning and performing the evaluation, including:

- The recent decentralization of the CIDA Peru Program and changes to some of the original 2005-2009 priority sectors as a result of the 2009-2010 Country Programming Strategy to comply with CIDA's new sectors/priorities and the 2010-2015 Country Development Program Framework (CDPF);
- The repositioning found in the new CDPF to address broader sectoral thematic areas than those found in the previous version (i.e. children and youth – education; economic growth – private sector development and the extractive sector; environmental situation and vulnerability; gender and human rights);
- The re-focussing of the scope and objectives of the 2005-2009 PCP to comply with the Country Programming Strategy, followed with relatively modest funding;
- The international response to the 2007 earthquake gave a new meaning to CIDA programming in this sector because all three delivery channels were involved in CIDA's overall response. The complexity of the Agency's coding systems made it a challenge to develop a completely accurate picture of whole-of-agency funding in humanitarian assistance and recovery reconstruction from the three delivery channels;
- The field mission was carried out during the presidential electoral campaign in Peru, a period characterized by some instability in the country's public administration. It was not always easy to interview departing and new senior government officials. The evaluation team had to rely on secondary sources in the public service.

Results attribution – Aside from its support to Peru’s *Defensoría del Pueblo* (DDP) (Ombudsman Office),⁹ a pool fund in which four bilateral donors have been involved, CIDA’s Peru Country Program has been proceeding with direct investments in projects. This approach suggests that the “immediate” results achieved by most of these projects can be reasonably attributed to CIDA’s actions. However, it is understood that the *Defensoría* project results cannot necessarily be directly attributed to CIDA’s investments. To overcome this constraint, effort was made particularly in the case of the pooled fund, to review results achieved, including policy dialogue, coordination and institutional capacity building. CIDA’s performance was assessed in terms of the efficiency, coherence and performance management of its combined interventions.

2.0 Peru’s Context

2.1 Social, Economic and Political Environment

Since 2002, Peru has been one of the top economic performers in Latin America. Between 2001 and 2008, its economy grew by an annual average of 3%, the highest rate of any South-American country and one of the highest in all Latin America. In 2005 alone, the Gross Domestic Product grew by 6.4%. Increased revenues from the mining boom and strong economic growth, combined with prudent fiscal spending, have improved government finances and reduced public debt. Between 2005 and 2010, the poverty rate fell from 48.7% to 31.3%, while extreme poverty declined from 17.4% to 9.8%.¹⁰ Progress has been made in social indicators, especially in the health sector. Chronic malnutrition among children under five years of age decreased from 28.5% in 2007 to 23.2% in 2010.¹¹ A reduction in the infant mortality rate has been another important achievement, decreasing from 33 infants per 1,000 live births to 20 per 1,000 live births between 2000 and 2010. Coverage of institutional births in rural areas (with appropriate health services provided by qualified practitioners) increased from 49.4% in 2007 to 58.7% in the first quarter of 2010.¹² This improvement in health indicators is due to an increase in insurance coverage through Peru’s *Seguro Integral de Salud* (national health insurance) program and other important policies and programs in rural areas.

Overall, Peru has also made progress with respect to achieving Millennium Development Goals (MDGs). For instance, the country is on track to achieving MDG No. 2, which pertains to universal primary education. Peru is now classified by the World Bank (WB) as an upper middle-

⁹ The DDP is equivalent to an ombudsman’s office for citizens’ rights. CIDA funded the DPP in 1996. Today, it is Peru’s only program-based approach (PBA). This multi-donor (Canada, Spain, Switzerland and Belgium) fund supports initiatives aimed at ensuring that human rights policy is created and access to quality services; greater opportunity for the population, especially the excluded, to exercise their rights. Today, government funding has more than doubled and investments from donor countries amounted to only 15% of the DDP’s funding.

¹⁰ Based on official statistics published in 2011 by Peru’s Instituto Nacional de Estadística e Informática.

¹¹ Based on statistics published in 2011 by the Instituto Nacional de Estadística e Informática, and results of the Encuesta Demográfica y de Salud Familiar (national demographic and family health survey) for 2010.

¹² Based on statistics published in 2010 by the Instituto Nacional de Estadística e Informática, and results of the Encuesta Demográfica y de Salud Familiar for 2010.

income country, with a per capita gross national income (GNI) of US\$3,410¹³. However, alongside those clearly positive macroeconomic indicators, others present a less favourable scenario.

- Informal employment is a permanent feature, which represents 60% of the country's economy .
- A fundamental imbalance persists with respect to quality of education. Peru does not perform as well as most other countries in Latin America, and this has serious repercussions on its labour market. This particular issue remains a major concern in Peru.
- Only 63% of the population has access to improved water and sanitation facilities, which is less than the overall average (77%) in Latin America. The situation is similar for Peru's electrification rate (73%), which is one of the lowest in Latin America (78%).¹⁴
- Important inequities, political and social exclusion, persist between rural and urban areas, especially in Andean rural areas with poverty and extreme poverty rates of 60% and 30% respectively. Over the past five years, 40% of the population received less than 15% of the national income, while mining companies accumulated the equivalent of US\$20.7 billion.
- Peru continues to be one of the poorest countries in the Southern Hemisphere, ranking 63rd out of 169 countries with comparable Human Development Index data as established by the United Nations Development Program (UNDP).¹⁵ Over two million Peruvians (7.9% of the population) live on less than US\$1.25/day,¹⁶ largely in rural areas.

Furthermore, despite some progress in democratic ownership, Peru remains a weak democracy with a weak institutional framework and the country is currently facing a serious democratic representation crisis. The recently elected president, Ollanta Humala, (term 2011-2016) has introduced a series of initiatives aimed at promoting social inclusion and reinforcing democratic participation, including: a new law on prior consultation (*Ley de Consulta Previa*) to consult indigenous and rural communities who live on land conceded to extractive industries and a windfall charge on excess mining profits; a new approach to drug control; a new universal pension system; and, the creation of a new ministry of development and social inclusion. The new administration is also committed to the following objectives:

- Maintaining Peru's macroeconomic stability;
- Continuing high public investment rates in infrastructure, education and health while ensuring effective public management; and

¹³ CIDA. *Country Program Development Framework, 2010-2015*. December 2009.

¹⁴ World Economic Forum 2010. *The Global Enabling Trade Report 2010*. Available at: <www.weforum.org>.

¹⁵ UNDP. *International Human Development Indicators 2010*. Peru's human development index rose by 0.9% annually in the last 30 years (i.e. from 0.560 in 1980 to 0.723 in 2010).

¹⁶ CIDA. *Country Program Development Framework, 2010-2015*. December 2009.

- Promoting equal opportunity and giving all Peruvians the same ability to benefit from the country's growth.

2.2 National Development Strategies

2.2.1 Poverty and Social and Economic Exclusion Policies

As previously indicated, Peru is a country of deep social and economic inequality. Currently, there are no national poverty reduction strategies in place. However, over the past 10 years, successive governments have initiated some strategies to overcome poverty and the social and economic exclusion of an important segment of the country. In 2002, the Peruvian government launched the "National Agreement,"¹⁷ which led to a primary framework for poverty reduction in Peru with a long-term initiative horizon (20 years) that rests on four pillars (1) democracy and the rule of law; (2) equality and social justice; (3) a transparent, efficient and decentralized government; (4) country competitiveness. President Humala's newly appointed administration has reiterated the importance of the National Agreement and introduced a series of social programs aimed at not only redistributing wealth but reducing poverty as well.

For example, according to government data, a total of US\$513 million will be allocated in 2012 to five major social programs. In the education sector, the budget has been set at US\$5.50 million, a 15.6% increase over 2011. Health sector allocations rose 11.5% (compared to 2011) to US\$3.15 million. The *Programa Articulado Nutricional* (articulated nutrition program) will receive US\$579 million in 2012, a 24.3% increase over 2011. With respect to the fight against drug trafficking, for 2012, US\$25 million has been set aside for the development of alternative crops as part of a US\$43 million envelope allocated to the *Comisión Nacional para el Desarrollo y Vida sin Drogas* (National Commission for Development and Life Without Drugs).

2.2.2 Decentralization Reform and Democratic Ownership

Decentralization reform is another important initiative being implemented to address disparities by democratizing the decision-making process in Peru's rural and remote areas. Generally, decentralization relies on an extensive legal framework that assigns specific political, economic and administrative functions to central, regional and local governments. Many Peruvian laws are based on a central, regional and local co-responsibility model. However, there is no institutional framework in the country to clarify how legal provisions should be implemented. At the same time, there is no incentive system that encourages regional and local governments to achieve results—a pressing situation, considering the high number of local governments in Peru (1,800) and the limited capacity these administrations have in areas like financial management and monitoring skills. Many decentralized bodies do not appear to have sufficient capacities to spend the budgets allocated specifically for investment projects. For instance, in 2009, regional and local governments only spent approximately 60% of their allocated health and education

¹⁷ This was the result of a series of roundtables (*mesas*) between government and civil society (including political parties, unions and religious groups).

investment budgets.¹⁸¹⁹ Overall, decentralization in Peru is not yet a reality. Regional and local interests are still being negotiated through particular initiatives of members of congress, or settled directly with the central government by means of social conflict.²⁰ It remains to be seen whether the initiatives proposed by President Humala will make a major difference.

With regard to democratic ownership, Peru has one of the region's strongest legislations governing public participation in the government policy process, with mechanisms and instruments that seek to improve civil society's participation in public management, transparency and accountability through representative democracy, direct democracy and participatory democracy. Nevertheless, citizen participation in defining national development priorities and strategies remain practically non-existent,²¹ the fundamental problem being the absence of political will to reinforce broad, inclusive ownership as a way of improving the effectiveness of development resources. For example, in the case of official development assistance (ODA), previous governments gave limited importance and attention to national policies to guide ODA. The Peruvian Agency for International Cooperation (APCI) is the prime government institution responsible for donor coordination in relation to the Paris Declaration on Aid Effectiveness. APCI's mandate is to lead, plan, organise and supervise non-reimbursable international cooperation, based on Peru's national development policy, and within the framework of laws that regulate technical cooperation internationally. However, APCI lacks capacity and authority to effectively fulfill its mandate. In addition, little collaboration is observed between the APCI and civil society, local NGOs in particular, with respect to critical development issues²².

Table 1. MDGs in Peru, 2005 and 2009

Goal 1: Eradicate extreme poverty and hunger

Indicator	2005	2009
Employment to population ratio, 15+, total (%)	61	61
Employment to population ratio, ages 15-24, total (%)	45	45
Gross domestic product per person employed (constant 1990 purchasing power parity US\$)	15 726	17 307
Malnutrition prevalence, weight for age (% of children under 5)	..	21

¹⁸ UNICEF. 2011. *Mejorando la Educación Básica de Niñas y Niños de la Amazonía y el sur Andino del Perú*. Progress report to CIDA.

¹⁹ Consejo Nacional de Educación. 2011. Proyecto Educativo Nacional (PEN) 2007-2011. *Balance y Recomendaciones*.

²⁰ World Bank. 2011. *Peru en el Umbral de una Nueva Era. Lecciones y Desafíos para Consolidar el Crecimiento Económico y un Desarrollo mas Influyente*. Notas de Política. Volumen I.

²¹ Democratic Ownership and Development Effectiveness: Civil Society Perspectives on Progress since Paris. *Reality of Aid 2011 Report*. p. 294-95.

²² Democratic Ownership and Development Effectiveness. pp.305.

Goal 2: Achieve universal primary education

Indicator	2005	2009
Employment to population ratio, 15+, total (%)	..	87
Employment to population ratio, ages 15-24, total (%)	..	92
Gross domestic product per person employed (constant 1990 purchasing power parity US\$)	86	88
Malnutrition prevalence, weight for age (% of children under 5)	88	90

Goal 3: Promote gender equality and empower women

Indicator	2005	2009
Proportion of seats held by women in national parliaments (%)	16	19
Ratio of female to male primary enrolment (%)	95	96
Ratio of female to male secondary enrolment (%)	95	97
Ratio of female to male tertiary enrolment (%)	105	108

Goal 4: Reduce child mortality

Indicator	2005	2009
Immunisation, measles (% of children ages 12-23 months)	78	82
Mortality rate, infant (per 1,000 live births)	46	42
Mortality rate, under 5 (per 1,000)	66	59

Goal 5: Improve maternal health

Indicator	2005	2009
Adolescent fertility rate (births per 1,000 women ages 15-19)	57	54
Maternal mortality ratio (modeled estimate, per 100,000 live births)	290	260
Pregnant women receiving prenatal care (%)	..	82

Goal 6: Combat HIV/AIDS, malaria and other diseases

Indicator	2005	2009
Incidence of tuberculosis (per 100,000 people)	141	137
Prevalence of HIV, female (% ages 15-24)	..	0.7
Prevalence of HIV, male (% ages 15-24)	..	0.4
Prevalence of HIV, total (% of population ages 15-49)	1.0	0.8
Tuberculosis case detection rate (% , all forms)	56	62

Goal 7: Ensure environmental sustainability

Indicator	2005	2009
CO ₂ emissions (metric tons per capital)	5	5
Forest area (% of land area)	31.3	31.1
Improved sanitation facilities (% of population with access)	59	61
Improved water source (% of population with access)	85	87

Indicator	2005	2009
Marine protected areas (% of territorial waters)	9	9
Net official development assistance received per capita (current US\$)	17	19

Goal 8: Develop a global partnership for development

Indicator	2005	2009
Internet users (per 100 people)	16.1	27.1
Mobile cellular subscriptions (per 100 people)	34	69
Telephone lines (per 100 people)	20	18
Fertility rate, total (births per woman)	3	2

Source: World Development Indicators. 2010.

2.3 Overview of ODA in Peru

Since Peru's economy in recent years has been one of the strongest and most solid in South and Central America, the international community's presence is not as large as it was previously. In 2004, support from primary bilateral non-reimbursable donors totalled US\$470.92 million. The United States led the way with the largest total budget (US\$199.44 million), followed by Spain (US\$74.94 million) and Germany (US\$24 million). Canada ranked eighth among donors (US\$19.6 million). In 2009, total cooperation from primary bilateral non-reimbursable donors totalled US\$329 million; the United States and Spain shared first place with close to US\$104 million each, Germany was in third and Canada ranked sixth during that period (US\$19.4 million). Between 2004 and 2009, a total of US\$ 2.5 billion was disbursed by the 10 donor countries in Peru; Canada's contribution amounted to US\$111.05 million or 4% of the total aid flows (Table 2). In terms of sector disbursements, the United States Agency for International Development (USAID) targeted programs in the social sectors, agriculture, small and medium enterprise development, governance, education, and the fight against drug trafficking. Spain primarily sought to address governance, education, the environment and civil society issues, and devoted the largest share of its financial support to economic development. German aid focused on the water and sanitation sector, governance, and civil society participation. Aid from other partners focused on social sectors, infrastructure and economic policy, and public sector management. Canada played a key role in creating Peru's first and only program-based approach (PBA): a multi-donor basket fund supporting the DDP. Sector-wise, for the 2004-2010 period, Canada was Peru's largest donor in the extractive/natural resources sector, and its second largest in the education sector.

Table 2: Aid Flows to Peru from Primary Donors, 2004-2009

Amount (US\$ Million)

Donor	2004	2005	2006	2007	2008	2009	2004 -2009
United States	199.44	168.35	196.74	96.09	94.00	103.08	859.48
Spain	74.94	83.84	84.40	118.12	131.48	103.45	597.39

Donor	2004	2005	2006	2007	2008	2009	2004 -2009
Germany	23.99	47.05	29.85	8.11	93.55	81.90	284.95
Norway	1.95	4.58	1.78	160.87	0.29	-8.27	161.55
Japan	90.37	45.11	-0.53	44.90	-17.91	-33.18	129.10
Belgium	12.12	19.72	20.13	16.57	29.81	22.29	120.88
Switzerland	24.30	18.56	16.90	16.29	17.80	21.90	115.97
Canada	19.58	19.06	16.38	20.86	15.58	19.38	111.05
France	16.28	8.00	13.75	6.70	9.27	9.26	63.39
Italy	7.95	1.54	4.15	4.54	10.62	9.37	38.24
Total	470.92	415.80	383.55	493.05	384.50	329.20	2,482.00

Percentage of annual flow

Donor	2004	2005	2006	2007	2008	2009	2004 -2009
United States	42	40	51	19	24	31	35
Spain	16	20	22	24	34	31	24
Germany	5	11	8	2	24	25	11
Norway	0	1	0	33	0	-3	7
Japan	19	11	0	9	-5	-10	5
Belgium	3	5	5	3	8	7	5
Switzerland	5	4	4	3	5	7	5
Canada	4	5	4	4	4	6	4
France	3	2	4	1	2	3	3
Italy	2	0	1	1	3	3	2
Total	100	100	100	100	100	100	100

Source: DAC information system.

2.4 The CIDA Program in Peru

2.4.1 The 2005-2010 PCP

As seen in the 2005-2010 PCP and the 2010-2015 CDPF, CIDA support and interventions in Peru give priority to the fight against poverty and the reduction of social inequality through the building of national institutional capacity to help create an enabling environment for equitable, and sustainable poverty reduction.

The 2005-2010 Country Program was developed taking the MDGs into consideration (including gender equality, governance and environmental sustainability as cross-cutting issues), the Aid Effectiveness Agenda, and Peru's socio-economic situation - all in line with Peru's National Plan for Poverty Reduction (*Plan Nacional para la Superación de la Pobreza (PNSP) 2004-2006*). On many levels, the resulting development framework has allowed a shift of CIDA interventions in Peru. It resulted in a longer-term, more programmatic development approach, which led to the identification of two primary areas of intervention: strengthening basic education, and promoting good governance. This reflects a concern for better alignment and stronger synergy between CIDA's bilateral, multilateral and partnership programs in Peru, by means of the following:

- Stronger commitment to building Peruvian institutional capacities and development ownership following years of a largely Canadian-led non-governmental program. This emphasizes the importance for CIDA to help reform and build national institutional capacities within the context of national poverty reduction efforts;
- *Enhanced field presence.* With Peru, CIDA has proceeded with a progressive, phased approach to decentralization that was begun in 2008 in Lima and which will result in enhanced field-presence with full decentralization by 2012-2013;
- Greater coordination/consultation with other donors involved in development and technical assistance to Peru or in the region, to develop a common approach in line with the principles of the Paris Declaration on Aid Effectiveness. CIDA has targeted these efforts on sectors of focus such as education, where, along with a small group of donors present in this sector (USAID, Spain), it is exploring ways to better coordinate or harmonize support to Peru's *Proyecto Educativo Nacional (PEN)*, and on human rights, where, with the core donors of the *DDP* basket fund, it has harmonised reporting, and enhanced coordination and/or greater South-South cooperation within Latin America. This is achieved through the GPB's Inter-American Program, which supports initiatives and institutions spanning several countries and sub-regions of Latin America.²³

The overarching objective of CIDA's Peru Country Program²⁴ was "to help reduce poverty through institutional development." This, in turn, was to be achieved through two strategic objectives:

- Improvement of the quality, equity and effectiveness of basic education for poor Peruvian girls and boys;
- Improvement of good governance by supporting democratization, public sector reform, and the inclusive management of strategic sectors.

2.4.2 Summary Profile of CIDA Investment in Peru

- A review of data provided by the CFO to the evaluation team on the overall profile of disbursements in Peru indicates that a total of 94 CIDA-funded projects spread among the delivery channels were "active" in Peru during the 2005-2010 period (see Table 3). Based on the sectoral classifications used by CIDA: 36 of these projects were categorised as "governance"; 24 as "private sector development"; 10 as "basic education"; 9 as "health"; 6 as "emergency/humanitarian aid", 2 as "environment"; and 7 as "other". The data could not be used to compute total budgets by sector, the prime reason being that budget figures supplied for individual PWCB projects were not specific to Peru, but applied to all countries

²³ Such as the Organización Latinoamericana de Energía (2002-2007), which is a regional organization of Ministries of Energy from Latin American countries. This project, managed by the University of Calgary, worked to strengthen environmental practices and regulatory controls governing the energy sector. This was achieved through capacity building and human resource development in the member countries, including Peru.

²⁴ CIDA. 2005 (July). *Peru Bilateral Programming Plan 2005-2009*. Annex 3: Strategic Results Framework.

involved in these initiatives.²⁵ Of the 94 projects, 21 were managed by the GPB Program Branch, 63 by PWCB (mostly small-scale) and 10 by MGPB.

- As for the 27 projects in the sample, the Agency made total disbursements of C\$88.35 million to Peru between the 2005-2006 fiscal year and the 2009-2010 fiscal year. Of this, 71.6% (C\$63.2 million) was from GPB, 25.5% (C\$22.5 million) from PWCB, and 2.9% (C\$2.6 million) from MGPB (see Table 4).

Table 3. Overall Distribution of CIDA Projects in Peru, by Delivery Channel and Sector, 2005-2010

Number of projects within CIDA sector	GPB Delivery Channel*	PWCB Delivery Channel	MGPB Delivery Channel *	Total	Share of Total
Democratic governance (note 2)	9	24	3	36	(38.3%)
Private sector development	1	20	3	24	(25.5%)
Basic education	3	7	..	10	(10.6%)
Health	2	7	..	9	(9.6%)
Humanitarian Assistance	2	..	4	6	(6.4%)
Environment	1	1	..	2	(2.1%)
Other (note 2)	3	4	..	7	(7.4%)
Total Projects	21	63	10	94	(100.0%)
Total budget (C\$)	129,148,891	40,750,885	2,588,297	172,488,073	
% in Total budget (C\$)	74.9%	23.6%	1.5%	100.0%	

Notes:

1. Two projects conducted in Peru's extractive sector were apparently misclassified by CIDA: the Peru-Canada Mineral Resources Reform Project (PERCAN), coded as "democratic governance;" and the Peru Hydrocarbon Assistance Project (PHAP), coded as "other." In the sample examined by the PCPE evaluation team, both projects were recast as elements of the "private sector development and extractive sector" category.

Sources: CIDA. 2011 (March). *Evaluation Background Profile: Peru Country Program (2005-2010)*; CIDA Evaluation Directorate; PCP statistics supplied by CIDA's SAP system.

²⁵ A review of budget data supplied to the evaluation team indicates the following: the total value of approved budgets for the period was just under C\$172.5 million; the vast majority of the budgets were allocated through GPB (75%) or PWCB (24%); democratic governance accounted for 38% of all projects and consisted primarily of PWCB initiatives that were nearly all small-scale interventions; democratic governance also featured nine GPB projects worth approximately C\$36.0 million; the vast majority of private sector development projects were from PWCB.

Table 4. CIDA Disbursements to Peru by Sector and Branch for the Sample Projects, 2005-06 to-2009-10

Sector	GPB branch (C\$)	PWCB branch (C\$)	MGPB branch (C\$)	Total	Share of total
Democratic governance	18,046,396.84 (28.5%)	5,918,613.89 (26.3%)	986,835.00 (38.2%)	24,951,845	28.2%
Strengthening basic education	9,455,048.04 (15.0%)	2,900,809.06 (12.9%)	..	12,355,857	14.0%
Private sector development	5,528,376.82 (8.7%)	6,637,075.35 (29.5%)	165,525.74 (6.4%)	12,330,977	14.0%
Improving health	7,003,923.74 (11.1%)	4,007,634.27 (17.8%)	..	11,011,558	12.5%
Humanitarian assistance	5,946,778.04 (9.4%)	29,379.92 (0.1%)	1,230,000.00 (47.6%)	7,206,157	8.2%
Environment	5,373,396.29 (8.5%)	919,480.28 (4.1%)	..	6,292,876	7.1%
Peace and security	879,426.39 (1.4%)	159,108.10 (0.7%)	122,400.00 (4.7%)	1,160,934	1.3%
Other ²⁶	11,010,101.15 (17.4%)	1,956,249.10 (8.7%)	81,600.00 (3.2%)	13,047,950	14.8%
Sub-total	63,243,447.32	22,528,349.96	2,586,360.74	88,358,158	
Percentage per branch	71.6%	25.5%	2.9%		

Source: CIDA. 2011 (March). *Evaluation Background Profile: Peru Country Program (2005-2010)*.

Table 5. CIDA Disbursements (C\$) by Sector for the Sample Projects, 2005-2010

Sector	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	Total	Share of total
Democratic governance	4,571,078	6,288,898	3,290,641	4,117,236	6,467,991	24,951,845	28%
Strengthening basic education	2,025,328	1,196,209	1,641,292	2,027,847	4,915,024	12,355,857	14%
Private sector development	2,409,280	2,812,096	2,528,389	1,858,417	2,727,286	12,330,977	14%
Improving health	2,598,192	3,598,464	2,545,581	1,144,842	1,112,447	11,011,558	12%

²⁶ "Other" is a broader category, which notably includes regional initiatives managed from the field office in Lima.

Sector	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	Total	Share of total
Humanitarian assistance	11,358	209,360	2,834,306	714,247	3,436,885	7,206,157	8%
Environment	902,621	1,271,435	2,137,237	583,078	1,398,503	6,292,876	7%
Peace and security	270,148	243,304	301,813	1,657,846	179,883	1,160,934	1%
Other	5,426,152	1,659,596	2,870,337	1,778,945	1,312,919	13,047,950	15%
Total	18,430,162	17,829,519	18,145,105	12,390,400	21,562,970	88,358,157	100%

Source: CIDA. 2011 (March). *Evaluation Background Profile: Peru Country Program (2005-2010)*.

2.4.3 Summary Program Characteristics – Priority Sectors

Education

The expected outcomes of CIDA's interventions in the education sector in Peru were as follows:

- Improved quality of education;
- Improved equity and access to quality education by rural population;
- More decentralized management and stakeholder participation in education services;
- Improved capacity to plan, manage, monitor and evaluate education services.

Education is one of the strategic sectors of Canadian cooperation interventions in Peru. Between 2005 and 2009, overall disbursements in the education sector totalled C\$17.25 million or 10% of total disbursements (C\$12 million or 14% of the sample). Canada's intervention focused on improving the equity, effectiveness and quality of basic education, as well as access to educational services—particularly in rural areas and by vulnerable groups. CIDA's bilateral aid was geographically focussed in northern rural areas and concentrated in basic education. Bilateral projects/activities involved: development of a rural basic education model; support to early childhood development (ECD); school authorities, training for teachers and public officials, teacher mentoring and pedagogical coaching focused on children's needs and learning outcomes and intercultural bilingual education (IBE). CIDA also supported the production of pedagogical materials, technical assistance to support regional authorities with management tools - that secure resource transfers from central authorities (Education Plan and Investment plan) - and, sound research to support overall programming. The most important project in the sector was the *Proyecto de Mejoramiento de la Educación Básica (PROMEB)*, an initiative designed to improve basic education.

Other interventions addressed a range of issues that hinder effective decentralization and service delivery, including: poor coordination among public authorities in education; weak institutional capacities in sectoral planning, management, monitoring and evaluation; and, centralised government management. For PWCB, the interventions either involve the twinning

of technical and vocational training institutions to update curricula so that they correspond to labour market needs, or support to adult education and vocational training.

The 2005-2010 Peru Country Program featured specific long- and medium-term results indicators in the education sector with respect to improving the quality, equity and efficiency of basic education for poor Peruvian girls and boys. They include:

- Progress towards increasing the proportion of children in grades at the correct age;
- Progress towards the proportion of children who complete primary school at the correct age;
- Improvement in children’s learning outcomes;
- Reduction of school failure and dropout rates;
- Enhancement of the education authorities’ technical and management capacities to plan, manage, monitor and evaluate educational services.²⁷

The 2010-2015 CDPF demonstrates an effort to ensure continuity with the previous program. By focussing on “children and youth” as one of the thematic priorities it continues to reflect CIDA’s emphasis on education. As such, the CDPF seeks to: strengthen the governance of education systems by building alliances among leading stakeholders; support national authorities with learning outcome assessment tools; and support regional authorities with management tools and technical assistance for a more decentralized management structure and stakeholder participation in educational services.

Canada is highly recognized by other donors and Peruvian officials for its leadership in education. Its contribution to basic education surpasses that of other bilateral donors and technical partners such the USA, Spain, the World Bank and the United Nations Children’s Fund (UNICEF).

Governance

In the governance sector, the main expected outcomes of CIDA’s program in Peru were as follows:

- Democratisation and public sector reform:
 1. Increased respect for democratic principles and the rule of law;
 2. Improved accountability and transparency in the Government of Peru;
 3. Improved capacity to plan, deliver, monitor and evaluate public policies and services;
 4. More decentralized delivery of public services and programs;

²⁷ CIDA. 2005 (July). *Peru Bilateral Programming Plan 2005-2009*. Annex 3: Strategic Results Framework.

5. Strengthened public participation in government policy development and program delivery;
- Inclusive management of strategic sectors:
 1. Improved sector-specific policies, regulations and guidelines that govern public utilities or private industry to contribute to environmental sustainability;
 2. Improved consensus, equity, decision making and accountability among the different stakeholders within the sectors.

Governance is regarded both as a thematic priority area and a cross-cutting issue. During the 2005-2010 period, governance constituted a program area that accounted for 38.3% of Canada's overall disbursements (C\$66 million) and 28% of the sample (\$25 million). In the 2010-2015 CDPF, governance appears as a cross-cutting issue associated with education and to a greater extent, with private sector development. This revised approach reflects Canada's commitment to the *Paris Declaration on Aid Effectiveness* and supports Peru's decentralization efforts. The 10 governance projects considered in the sample amounted to C\$25 million, mostly on initiatives to strengthen transparency, accountability and oversight functions in Peru, including at the decentralized level. Specific interventions were made to improve judiciary independence, remove opportunities for corruption (e.g. strengthening the independence of regulatory bodies), and improve controls within government (e.g. audit and expenditure control functions). CIDA also supported measures to strengthen respect for citizens' rights (e.g. assistance to the *DDP*). Governance components of the program aimed to assist institutions (state and non-state alike) in contributing to an economic growth that is more equitable, and socially and environmentally sustainable.

Given that much of Peru's recent economic growth has come from the extractive/natural resources sector, CIDA's interventions concentrated on assisting public authorities to improve inclusiveness in the management of three natural resource-based sectors - mining, hydrocarbons, and water and sanitation - through sector-specific policies, regulations and guidelines that govern public utilities and private industry. CIDA supported the Government in its decentralization and equity efforts in order to protect the interests of vulnerable groups such as the poor and indigenous Peruvians. In the water and sanitation sector, the intervention focused on improving the quality, equity, efficiency and sustainability of water and sanitation services in rural areas, small towns and peri-urban areas.

Some CIDA initiatives grouped under the Governance theme also contributed significantly to promoting gender equality and strengthening the roles and capacities of civil society organizations (CSOs) through two responsive funds: the Public Policy and Public Sector Reform Fund (PPPSRF), and the Andean Region Gender Equality Fund (ARGEF).

Private Sector Development and Extractive Sector

With respect to Peru's extractive sector, the expected outcomes of CIDA's program were as follows:

- Mining subsector:
 1. Increased benefit to communities affected by mining (from exploration to post-mining phases);
 2. Increased decentralization of resources and key administrative/technical government services;
 3. Improved relations between government, NGOs, local communities and the industry;
 4. Improved environmental regulation and management practices;
 5. Improved occupational safety;
- Hydrocarbon subsector:
 1. Increased benefits to the GoP from hydrocarbons;
 2. Increased access to natural gas and related benefits from hydrocarbon activities for affected communities;
 3. Improved GoP capacity to plan, monitor and enforce policy and regulatory regimes, particularly with respect to natural gas;
 4. Improved GoP capacity to enforce environmental, social and management standards;
 5. Improved access/utilisation of hydrocarbon energy in Peru;
 6. An enabling environment for increased investment in the subsector.

According to data extracted from CIDA's information systems for the 2005-2010 period, disbursements in the private sector development and extractive sector category amounted to C\$44 million, which represents 25.5% of all disbursements made during the period (C\$12.2 million or 14% of the sample). CIDA sought to help public authorities improve inclusiveness in the management of three natural resource-based sectors in Peru: mining, hydrocarbons, and water and sanitation. In these strategic areas, CIDA has also been active in improving sector-specific policies, regulations and guidelines that govern public utilities or private industry. CIDA supported the Government of Peru to advance its decentralization efforts and pursue equity issues in the natural resource sectors so that the interests of vulnerable groups such as poor and indigenous Peruvians are protected.

In this sector, CIDA's interventions focussed primarily on two significant bilateral initiatives: the Peru-Canada Mineral Resources Reform Project (PERCAN), and the Peru Hydrocarbon Assistance Project (PHAP). Private-sector development initiatives of lesser scope were also carried out. The sample examined by the evaluation team contained a series of PWCB-funded initiatives executed by Canadian NGOs such as World University Service of Canada (WUSC) and the Canadian Centre for International Studies and Cooperation, the Association of Canadian Community Colleges, the Canadian Co-operative Association (CCA), CARE, OXFAM and the Canadian Lutheran World Relief (CLWR). The sample also featured more modest,

specific Canadian NGO-led core funding projects in which Peru represents a portion of program funding ranging from 3% to 100%.

It should be noted that in 2009, the Canada-Peru bilateral free trade agreement (FTA) came into effect. This FTA provides enhanced market access in service sectors that are of interest to Canada, including mining, energy and professional services. Canada's banking, insurance and securities sector also benefited from greater access to the Peruvian marketplace. As a result, more cooperation and coordination are required between government agencies such as DFAIT, EDC, HRSDC, Environment, Aboriginal Affairs and Northern Development, etc. to assess and monitor various emerging issues.

Recovery/Reconstruction and Humanitarian Assistance

As previously indicated, this evaluation used the DAC codes which capture a broader range of activities (a whole-of-agency approach) than those of CIDA's International Humanitarian Assistance Directorate. This definition covers funding related to humanitarian assistance and other recovery/reconstruction activities and includes activities delivered by the Multilateral and Global Programs Branch, as well as those provided by the Peru Program, and PWCB.

Thus, humanitarian assistance and recovery/reconstruction encompasses a broad range of directive and responsive services including emergency health services, water sanitation as well as recovery/reconstruction activities and community development in response to the Peru earthquake. Recovery projects were mostly funded by the Geographic Programs Branch and PWCB, while the Multilateral and GPB focused mostly on the bulk of international humanitarian assistance activities.

In the water and sanitation sector, the focus of interventions has been on improving the quality, equity, efficiency and sustainability of water and sanitation services in rural areas, small towns and peri-urban areas. Efforts to support decentralized management and community-based capacity building were also made, supplemented by broader support to policy, institutional and regulatory needs at the national level.

Canada's intervention has been characterised by water governance support projects that: improve sustainability of water and sanitation services; improve water and sanitation infrastructure; support capacity building; and, forge links between education and sanitation. CIDA has also been active in water sector decentralization through strengthening regional governments to improve service and to promote inclusive management. Regardless of how effective CIDA's intervention has been in the water sector, more work needs to be done in order to sustain the sanitation sector. This would include the continuation of comprehensive reforms to reshape the relationship between the public sector, utilities and local people; reliable frameworks; a clear division of tasks; transparency in decision-making; public accountability, and the involvement of interest groups to implement these comprehensive reforms within the sector.

Finally, during the 2005-2010 period, the humanitarian assistance sector (including health) accounted for total disbursements of C\$27.58 million or 16% (C\$18.2 million or 20.0% of the sample). The largest investments in the sector were made through the Geographic Programs Branch.

With respect to the recovery/reconstruction aspect, CIDA's Geographic Programming Branch intervention involves relief projects focused on the effects of the earthquake that shook Peru on August 15, 2007, including: rehabilitation and reconstruction of basic infrastructure; economic and productive development; building the risk management capacity of local authorities; and, empowerment of women and youth. At the multilateral level, CIDA worked with the World Food Programme (WFP) and the International Federation of Red Cross and Red Crescent Societies (IFRC) to provide rapid response for food distribution, housing reconstruction, and capacity building. Through the Canadian Red Cross, Canada provided close to C\$2.6 million. Despite CIDA's effective intervention in this sector, some of the Program's short-term initiatives lacked selection criteria for the beneficiaries and there was also a lack of more integrated psychosocial support as well as longer-term programs.

3.0 Main Findings: Sector and Theme

This chapter outlines development results achieved by the Peru Program towards poverty reduction at the project level, sorted by priority sector and issue. These results are measured based on expected results identified in the Peru Program's Strategic Results Framework (SRF) which accompanied the 2005-2010 PCP. Observations and findings reported in this section are derived mostly from the analysis of collected information related to the 27 projects featured in the sample. Program-level results are addressed in Chapter 4.

3.1 Findings in the Basic Education Sector

The expected result in basic education identified in the SRF was to improve the quality and efficiency of basic education for children of both sexes, particularly in rural areas and among indigenous populations, while considering gender issues.

The evaluation team examined five education projects with combined disbursements of C\$12.4 million, i.e. 14% of the sample. During the 2005-2010 period, the Peru Program achieved the following key results in the education sub-sectors:

- Improved quality of education – Overall, CIDA interventions to improve the quality of education and services in Peru consist of introducing innovative teacher training approaches and tools as well as student-oriented pedagogical strategies that rely on systematic coaching and monitoring, in support of attitudinal changes. These interventions helped reinforce teaching capacities and improve their performance in the classroom, particularly in rural teaching situations where the retention rate was the lowest. At the same time, support provided at the regional and school levels, was instrumental in improving

student learning outcomes. From 2007 to 2010, students' reading comprehension increased from 16% to 29%; at the same time, their math skills increased from 7% to 14%. Furthermore, although the long-term impact of contributions to reduced dropout and repetition rates was not measured, analysis of key documents on the education component of the Peru Program since 2005 revealed a decrease in the dropout and repetition rates over that period and progress was considered "good" and "adequate," respectively for the medium term. However, within the indigenous populations, figures revealed an increase of 7.5% in the proportion of students who had not achieved the same level of reading comprehension and math skills. Such results provide evidence of still great inequalities among students based on their social and ethnic origins.

- Improved equity and access to quality education by rural populations – Initiatives in the area of early childhood development (ECD) focused on strengthening the integrated development of pre-school children as well as the capacity of teachers, parents and institutions to support early childhood development in order to increase access in rural areas. CIDA funding was channelled through the PROMEB (Proyecto de Mejoramiento de la Educación Básica), a project implemented in three phases in four regions: Piura, La Libertad, Tumbes, and Lambayeque. Before CIDA's intervention, none of the four regions targeted by PROMEB had quality standards of care in early childhood development. As a result of PROMEB, access to quality and early education in rural intervention areas increased by 12%, 18% and 16% respectively. In addition, interventions supporting intercultural bilingual education (IBE) have improved the quality of education for teaching indigenous languages at the primary level in the Amazonas region. The IBE model is applying a similar intervention approach to support quality, culturally-relevant early and primary education and to improve curricula and teaching skills. This approach is also producing and disseminating IBE learning and teaching material in the Quecha language.
- More decentralized management and stakeholder participation in education services - One of the key elements of the Peru Program was the technical assistance and training provided at the regional and local government levels to strengthen the management and implementation of regional education projects (*Proyectos Educativos Regionales*, or *PERs*) and public investment projects (*Proyectos de Inversión Pública*, or *PIPs*). This initiative was designed to facilitate effective decentralization of education in the regions. The four regions targeted by PROMEB have strengthened their capacity to prepare *PERs* and local education plans; they have also acquired management instruments to develop public investment projects (*PIP*) in education that help local governments assign resources to social services. CIDA has played a leadership role in the promotion of consultation mechanisms to structure communications, dialogue and the exchange of information and lessons learned from experience between actors at the local and national levels. As a result, ten regions have strengthened their capacity to design *PERs*. However, in the case of the PROMEB initiative, despite impressive achievements in learning outcomes for children and steady capacity-building efforts, it remains difficult to assess how adequate the development of regional and local capacities will be for achieving the expected results in

the remaining implementation period. Experience gained in regionalization has demonstrated that specific regional conditions, financial and human resource allocations and short timeframes all have an impact on the achievement of expected results.

- Improved capacity to plan, manage, monitor and evaluate education services – Regarding the strengthening of capacity to plan and monitor the decentralization of education, the most notable CIDA initiative was assistance to Peru’s national education council (*Consejo Nacional de Educación*, or *CNE*). It helped develop a system called “SIIS-PER,” to supply more precise monitoring of progress in developing *PERs* to monitor performance between regions, to help document results, identify risks and limiting factors and to gather lessons learned. This system provides accurate information for informed decision-making, and reinforces monitoring and accountability capacities.

Overall, CIDA made a meaningful contribution in education and has been instrumental in facilitating access to pre-primary and primary education services in Peru’s rural areas. Other interventions supported management and technical capacity-building for education services, knowledge generation, intercultural education, basic education for adults, and technical training. Although, there was a lack of effective monitoring mechanisms in place to measure results and aggregate data in all education sub-sectors, it was still possible through interviews, observation and documentation analysis to identify a number of accurate (qualitative and quantitative) results assessed against planned outcomes in the education sector and its sub-sectors:

- The development of a replicable literacy model that could potentially be extended nationwide (with national government resources and possible partnerships with the private sector).
- Thousands of children and hundreds of teachers) have benefited from the PROMEB rural education model during the three phases of the project, namely: Pilot phase (2003-2006) – 1,097 children; extension phase (2007-2008) – 3,499 children; ongoing actual regionalization phase (2009-2012) – 6,759 children so far.
- Under the PROMEB project, reading comprehension among children increased from 15% (2003) to 54.3% (2005), and for students in grades 3 and 6 respectively, from 14% (2003) to 54.7% (2005); writing skills also improved from 7% (2003) to 43% (2006), and for students in grades 3 and 6 respectively from 17% (2003) to 43.4% (2006).

PROMEB will probably not achieve its expected results for regionalization (Phase III) in new regions, due to several factors such as the disruptive effect of the last elections in Peru, a reduced timeframe and limited financial and human resources assigned to the tasks. Extension of the education model to new regions requires more time (to ensure successful implementation) and a thorough assessment of the targeted region prior to execution (to identify challenges, risks and contextual realities that may affect replication efforts).

With regard to CIDA’s interventions in the intercultural bilingual education sub-sector (IBE) by assisting in the expansion of existing intercultural activities to other regions of Peru

(i.e. Apurímac, Ayacucho, Cusco and Ucayali), the Program has achieved some significant results:

- 103,705 native children whose mother tongue is the Awajún, Quechua, Wampis or Yine language have received story books supporting early and basic education.
- Thirty-five community centres have been equipped with material to promote practices that support early childhood education (ECD) and training was provided to public officials on various themes (including ECD, community participation and IBE). Initially, the project was intended to reach more than 630 public officials; however, only 14% of this target has been met. In the coming years, training is expected to be provided to 15,200 teachers so they may provide quality IBE in the targeted regions.

On the strengthening of regional and local authorities' capacities: tools were developed to devolve decision making regarding investments to regional and local governments, to encourage their participation and increase accountability in education, and regarding implementation of *PERs* and *PIPs* that are instrumental to the proper decentralization of education within regions:

- 50 specialists from local education management units (*Unidades de Gestión Educativa Local*, or *UGELs*) and from the regional department of education (*Departamento Regional de Educación*, or *DRE*) were able to earn diplomas to enhance their skills in the development of *PIPs*;
- More than 360 public officials, including 120 specialists from *UGELs* and from the *DRE* were able to upgrade their skills and earn diplomas in action research; In Tumbes, 78% of all teachers (3,500 individuals) were trained in policy design.

Finally, through the responsive Canadian Fund for Education (*Fondo Canadiense para la Educación Peruana*), CIDA was able to create a pool of credible expertise, networks and a number of potential collaborators for long-term interventions in education.²⁸ In addition, CIDA played a leadership role in promoting consultation mechanisms, communications, dialogue and sharing of experiences and lessons learned between local, regional and national stakeholders and donors in education. These efforts have promoted synergy and coordination between national and regional authorities, and consolidated national and regional platforms to access a wider range of experience for shared analysis, socialization of results, and fruitful discussion to consolidate quality interventions in education. In the 2010-2015 CDPF, education remains a pillar of CIDA's interventions in Peru and is integrated under the theme "children and youth". The new CDPF seeks to strengthen the governance of Peru's education system, a sector which despite efforts, remains too centralized and poorly coordinated.

²⁸ For instance, financing provided to the CNE has allowed the development of the SIIS-PER system, which monitors the implementation of educational projects. This system compares performance between regions and thus provides accurate information for informed decision making while reinforcing capacities for monitoring and accountability. Moreover, support to the *Movimiento Manuela Ramos* has led to the provision of advice, technical assistance and tools to help parliamentarians integrate the gender perspective into their legislative and supervisory role.

However, there are still some constraints preventing the achievement of more significant results in the education sector in which Peru remains one of the lowest performers in the region:

1. Public education institutions remain generally centralized, weak and lack sufficient capacities, thus hampering the implementation an effective decentralization process;
2. Changes in government administration and turnover resulting from regional and national elections, create a vacuum during which regional teams have to organize and provide information for the transfer of duties to new officials and teams who sometimes do not share the same educational priorities; and
3. Cultural and ethnic bias against indigenous populations still prevail in Peru, keeping these groups marginalized and vulnerable.

3.2 Findings in the Governance Sector

The expected result in the Governance sector identified in the SRF consisted of promoting good governance by supporting democratization, public sector reform and the inclusive management of strategic sectors.

The evaluation examined 10 governance projects with combined disbursements of C\$25 million (i.e. 28% of the sample). The following key results were achieved:

- *Increased respect for democratic principles and the rule of law* – Through its various projects on human rights and access to justice, the Peru Program has made a significant contribution to promoting respect for democratic principles and the rule of law, most particularly through its support to the Ombudsman’s Office (*Defensoría del Pueblo- DDP*) which is the only program-based approach (PBA) in Peru. CIDA’s long-term support has helped the *DDP* become a trusted and respectable public institution for the protection of human rights, both at the individual and community levels. Since 2004, several laws have been enacted as part of the country’s democratic reform. *DPP* is rated highly satisfactory (4.2), one of the highest ratings. Among its outstanding achievements are: expansion to 28 regional offices and outreach to 582 resource-poor areas across the country in order to provide information about human rights and to address complaints; assistance in the documentation of victims of violence; efforts to address the issues of social conflict; and, promotion of the legal guarantee for prior consultation leading to the new important *Ley de Consulta Previa*.

Other CIDA-funded initiatives such as the Inter Pares’ “Enhancing Human Rights” and “Gender Based Violence in Latin America” projects increased pressure on the Government to act on the Truth and Reconciliation findings and ensure reparation and compensation to victims of violence—a good example of which is the landmark court case of 13 women from Manta who were victims of sexual violence during the war. A special section on sexual violence is being included in the Government strategy for addressing violence against women. CUSO’s “Democratic Participation” project has strengthened and consolidated the

network of paralegal volunteers (*defensoras comunitarias*), currently at 300 volunteers, in the region of Cusco, to support female victims of violence and to change community attitudes towards the problem.

- *Improved accountability and transparency in the Government of Peru* – The Peru Country Program developed a model to strengthen civil society to improve the impact of mining royalties available to the regions where mining takes place, and to ensure accountability from local government in the use of such royalties. Mining royalties bring in substantial revenues that have not been used effectively to reduce poverty. The successful pilot became a full-scale project in 2009, extending the model to some 40 municipalities throughout the mining regions of Peru.
- *Improved capacity to plan, deliver, monitor and evaluate public policies and services* – The CIDA-funded Public Policy and Public Sector Reform (PPPSRF) supported a project with two key national organizations to provide identity documents to 2,457 women and 1,441 men in the war-torn Huancavelica region. The project also supported efforts to rebuild registries destroyed by fire in the war, to improve the registration process (e.g. prevent registration errors that turned out to be obstacles to some individuals), and to identify and overcome obstacles to achieving documentation. As a result, after being one of the regions with the highest number of undocumented people, Huancavelica has now achieved registration rates of 99% with adults and 94% with children. Identity documents are a prerequisite to accessing government health services, financial support for the poor, pensions for the elderly, and - increasingly - educational services.
- *More decentralized delivery of public services and programs and strengthened public participation in government policy development and program delivery* – ARGEF (the regional gender equality fund) supported several projects that helped women and their organizations access available resources and participate in local planning. For example, a project with Flora Tristan (an NGO) helped 115 women's grassroots organizations get their legal status and (subsequently) participate in local budget planning processes. This experience later served the Government as a model for participatory consultation and was put on the website for organizations all over the country to use. As a result, an additional 250 women's organizations are using the Flora Tristan model to obtain their legal status.
- *Improved accountability and transparency in the Government* – The DDP monitors and reports on the implementation of laws and delivery of government services, particularly in areas such as health and education services to marginalised groups, equal opportunity between women and men, as well as corruption issues. Another achievement in accountability is the International Finance Corporation initiative (originally a pilot under the Public Sector Reform project, now a stand-alone project) that strengthens civil society's capacity to improve the impact of mining royalties in 40 municipalities throughout the mining region. Closely related, are numerous sector-related projects and subprojects designed to strengthen the participation of CSOs in planning and monitoring participatory budgets.

- *Improved capacity to plan, deliver, monitor and evaluate public policies and services* – Through the ARGEF, the *Centro de Estudios Sociales y Publicaciones*, a local Peruvian NGO, has developed a certificate course in public management with a gender perspective, resulting in local ordinances and mechanisms to ensure women’s participation in local planning and to promote gender equality in Piura. As a result, 13 public policy proposals have been developed at the regional and local levels, and changes towards gender equality have been made in public sector management. The ARGEF provided strategic, rapid response funds to the Ministry of Social Development and Status of Women (Ministerio de la Mujer y Desarrollo Social (MIMDES) for such actions as developing a baseline and monitoring system for the implementation of the Plan Nacional de Igualdad de Oportunidades entre Mujeres y Varones (national plan for equal opportunity), as well as printing and disseminating this plan widely.
- Other partners such as the *Consortio de Investigación Económica y Social (CIES)*²⁹ have had a strong impact on public policy through mechanisms such as the establishment of a public sector working group to promote dialogue between academics and policy makers and an annual competition for research grants on a relevant topic determined by the working group. One hundred and ninety-one (191) research projects were undertaken under CIES. CIES research is well known and highly respected by policy makers.
- Public Policy and Public Sector Reform (PPPSRF) supported a project with the *Registro Nacional de Identificación y Estado Civil* and the *Instituto de Defensa Legal (IDL)*. Identity documents are a prerequisite for accessing government health services, welfare, pensions, and increasingly, access to education. The project helped to substantially increase the rate of registration of adults (99%) and children (94%) to receive government services. New procedures for making documentation accessible and affordable have been piloted and implemented in other areas.
- *More decentralized delivery of public services and programs* – Twenty-four of the 58 projects funded by Public Policy and Public Sector Reform (PPPSRF) were specifically to support regional governance capacity in areas such as planning, economic development, participation, education, and water and sanitation. Support was delivered to regional projects - including gender - in the north (Piura, Lambayeque). The *CIES* has expanded to support research and public policy dialogue in 19 universities and NGO/research centres outside of Lima. Five of the nine ARGEF projects were in the north (Lambayeque, Tumbes, Piura), supporting in various ways the greater inclusion of women and gender issues in

²⁹ The Economic and Social Research Consortium (CIES for its acronym in Spanish) is a think tank with 45 institutional members including prestigious universities, research centres and think tanks located in 12 regions of Peru. Since 1989, CIES has received support from the Canadian International Cooperation Agency (CIDA) and the International Development Research Centre (IDRC). The Consortium has created a unique competition scheme in the country focused on applied social sciences: **CIES Annual Research Competition**, which expanded its knowledge base on multidisciplinary policy issues. CIES contributes to Peru’s development by proposing research based public policies to overcome economic, social and environmental challenges.

public planning, policies and services at the regional and local levels. All of the Canadian NGOs support programs outside of Lima.

- *Strengthened public participation in Government of Peru policy development and program delivery* – The high level of direct CSO participation in CIDA projects through the responsive funds or in partnerships with Canadian NGOs has strongly emphasised public participation in governance. For example, most of the ARGEF projects were with CSO in such projects as Flora Tristan’s support to 115 women’s organizations in San Juan de Miraflores to achieve legal status and subsequently be able to join in participatory budget planning processes. The process has been expanded to an additional 250 women’s organizations nationally. In another case, 19 initiatives presented by women’s organizations for projects under the participatory budget were approved in Lambayeque, for a total of S/.151,000 (soles), the equivalent of C\$55,000.

Other results include: the Canadian Lutheran World Relief (CLWR), a CIDA-funded project, works with three organizations to strengthen their capacity for the sustainable development of agriculture and environmental management through the creation and networking of strategic action groups. A mid-term review noted that the organization’s main strength was the training it provided to local organizations to better influence the development of their communities.

- *Inclusive management of strategic sectors* – In the 2005-2010 PCP, the extractive industries and water and sanitation appeared as subsectors of the governance program. However, in the 2010-2015 CDPF, the roles were reversed, and governance is now a cross-cutting issue of the private sector development and extractive sector category, and to some extent, of youth/education. This is more a shift in emphasis than a reversal, as a number of projects in governance contributed to this shift. Governance issues that pervade the extractive industries and water and sanitation sector include decentralisation, regulatory and institutional frameworks (including environmental issues), community participation, and -increasingly - corporate social responsibility and the prevention and resolution of socio-environmental conflicts.

The Public Policy and Public Sector Reform fund (PPPSRF) recently emphasized the issue of social environmental conflicts. Since 2010, five projects directly related to the theme have been funded, and a working group has been formed to share information and develop synergies. For example, the CIES carried out a study of recent social-environmental conflicts and used it as a basis for promoting a public policy approach to conflict resolution. The *Instituto de Defensa Legal (IDL)* addressed the use and institutionalization of rights-based instruments in consultations with indigenous peoples. Through PWCB funding, Caritas has helped communities in conflicted Tambopata to develop a strategic plan, reactivate the municipal environmental commission, implement a plan for the regulation and conversion of informal mining operations, and reactivate the technical committee monitoring illegal mining-activities. Another PWCB-funded project helps mining workers’ unions to strengthen their ability to address and present their economic, health and safety concerns. This project contributed to the consolidation of 123 unions and nine groups of

outsourced workers, to strengthened municipal supervision of working conditions and to the passage of *Ley No. 29741 – Ley de Creación del Fondo Complementario de Jubilación Minera, Metalúrgica y Siderúrgica*, a new mining law that established a retirement fund for miners.

Overall, projects in the governance sector were found to be highly synergistic and holistic, often contributing to more than one program outcome. This is important, given that the sample projects include 68 sub-projects that could otherwise be disparate and ineffective. CIDA had a particularly effective mixture of long-term capacity building - such as the *DDP* and the *Consortio de Investigación Económica y Social (CIES)* - and short-term strategic responses in the funds, i.e. the *PPPSRF* and the *ARGE*.

The governance program has also made significant contributions to the basic human need of living free from violence, as described above in the work of *Inter Pares*, and *CUSO-VSO/IDL*. With regard to the topic of sexual violence, this is still a highly taboo subject in Peru, but efforts to bring it to the public stage—with effective strategic networking—are likely to have an enormous impact in the future.

3.3 Findings in the Private Sector Development and Extractive Sector

Expected results for private sector development as highlighted in the *SRF* involved helping increase government capacity to effectively regulate and minimize environmental impacts, improve access, build consensus among stakeholders, and generate revenue from strategic development sectors in Peru (hydrocarbons and mining).

The evaluation examined three private sector development and extractive sector projects (*PERCAN*³⁰ and *PHAP* - two bilaterally funded projects - and a cooperative initiative implemented by the Canadian Cooperation Association with *PWCB* funding) with combined disbursements of C\$10.5 million (i.e. 12% of the sample). The following key results were achieved:

- *Increased decentralization of resources and key administrative and technical government services* – Support to decentralization was one of the key components of CIDA’s extractive sector strategy. Partial results were achieved, especially in regional pilot initiatives, but significant measures still need to be implemented by the Government of Peru in order to consolidate and multiply the benefits of these pilot projects and to extend capacity development to all regions, which is more of a medium- to long-term endeavour.
- *Improved relations between government, NGOs, local communities and industry* – There has been some improvement regarding the acknowledgement of the Ministry of Energy and

³⁰ *PERCAN* project was completed in December 2011. However, a unit was created to continue work on some of the initiatives. This unit is not funded by CIDA.

Mines (MEM) to adopt a more participatory approach when addressing issues related to the mining sector. Those improvements were previously noted in the section on Results in Governance. However, recurring tensions and conflicts surrounding extractive sector activities indicate that these conflicts will only be resolved through constant and continuous dialogue and collaboration with all the stakeholders involved (government, business and CSOs/NGOs). The current internalization of what participatory and consultative processes actually mean, and their role in conflict management as well as in management of social risks, has yet to be achieved.

- *Improved environmental regulation and management* – Regulatory framework and appropriate procedures have been put in place, with good ownership on the part of the MEM. Full implementation by the latter is still in progress.
- *Increased benefits to the Government of Peru from hydrocarbons* – Overall, the Peru Program initiatives have increased the Government's capacity to regulate and monitor the hydrocarbon sector and its capacity to enforce appropriate, sustainable resource management practices. It has also successfully supported efforts to promote investment in the sector. New investments in the hydrocarbon sector have increased, resulting in an expanding natural gas industry. With regard to tax redistribution, innovations piloted by the Peru Program in some regions are stepping-stones that could bring about changes in this area. For example, the PERCAN project has endeavoured to improve the transfer of *Canon Minero* resources locally to areas most affected by mining investments. Implementation of more effective administrative processes will have a more significant impact once the latter are extended beyond the pilot regions to benefit all regional governments in parts of Peru where mining is prevalent.
- *Improved Government of Peru capacity to plan, monitor and enforce policy and regulatory regimes in natural gas* – PERCAN and PHAP interventions in the sector were instrumental in establishing an appropriate hydrocarbon institutional framework and in helping to build stability, as well as contributing to the Government's overall operating framework for natural gas through technical assistance for the development of regulations, guidelines and procedures based on internationally-recognized industry standards.
- *Natural resource management: attractiveness and usefulness of Canadian models* – The Government of Peru needed and sought models for improving natural resource management, for strengthening its institutions and transforming economic growth into inclusive development. Canadian models and techniques for natural resource management, proposed through the Peru Program, have been conducive to advancing environmental and social management and improving the information technology infrastructure in the management of Peru's natural resources. For example, the PERCAN project has established an online system to process environmental impact assessments (EIAs) and developed participation guidelines for consultations on mining with the private sector and local communities. Online tools for social management are now available and operational. A telling example comes from a pilot survey that was conducted in the region of Puno, in view of systematizing information on informal mining. This survey

estimated that CIDA's support to the systematization of MEM operations yielded annual savings of approximately C\$500,000. Without such a framework, the effective, efficient management and expansion of the extractive economy would be virtually impossible, hence the importance of the PERCAN and PHAP initiatives.

- *Systems, databases on the informal sector and "intelligence"* are all essential assets for the sustainable management of natural resources. PERCAN facilitated the creation of a single mining industry database with demonstrated levels of accuracy and greater accessibility through intranet and extranet connections in the regions. This infrastructure gives access to transparent information that facilitates efficient monitoring of the sector, training of personnel, and simplified administrative process. For example, the *Declaración Anual Consolidada* (consolidated annual declaration) to the MEM, which once took as long as one and a half years to prepare, can now be produced over the internet in one or two days. As a result of implementation of the database and its intranet linkage, regional governments now have access to information about the type of mining taking place in their jurisdiction, the size of operations, the name of contact persons, legal responsibilities, and small-scale mining management functions. In addition, the development of these databases has resulted in an institutionalization of tools, processes, procedures, standards and best practices that no longer risk getting lost in a complex, ever-changing bureaucracy.
- The last phase of PERCAN has helped strengthen the MEM's capacity to manage the extractive sector with greater emphasis on decentralization. PERCAN has particularly been a key actor in facilitating the transfer of MEM responsibilities to regional governments, especially in the small-scale and artisanal mining subsectors. Various degrees of success have been achieved with the regionalization focus. Progress has been most noticeable with the *La Libertad* regional government, especially with regard to small-scale mining, planning and administrative processes. In the mid-term, decentralization and regionalization remain a challenge for this sector primarily due to large discrepancies seen in regional government capacities, effectiveness and openness to cooperation with PERCAN staff.

Overall, the three projects (PHAP, PERCAN and CCA) adopted a mixture of medium- and long-term approaches to achieving results. CCA is intervening in two distinct areas of Peru to address economic growth at the household and community levels through short-term, rapid interventions that have immediate and medium-term effects. PHAP and PERCAN projects owe much of their successes to: close contact with counterparts in MEM offices; an inclusive and positive model of partnership with their Government of Peru counterpart organizations; well-organised, dedicated implementation teams in both Peru and Canada; a capacity to analyse and plan taking project needs into account, priorities and opportunities; flexibility, openness and responsiveness to Peruvian needs and requests; providing highly-regarded expertise in extractive sector development to Peru; and, continued consideration by key stakeholders in the Government and other institutions.

However, the political and institutional limitations of the decentralization process, and implementation inefficiencies due to limitations within government authorities have reduced the

range and impact of efforts made in the CCA, PERCAN and PHAP projects. Political lethargy and institutional weaknesses have also hindered the effectiveness of reforms that CIDA and its partners are attempting to introduce. This challenge should remain a focal point in future plans made by CIDA and the Government of Peru.

3.4 Findings in the Humanitarian Assistance and Recovery/ Reconstruction Activities

The expected results in humanitarian assistance activities were to dramatically improve the conditions of families affected by disasters, particularly those who were surviving without shelter or living in provisional emergency camps and shelters, thus supporting a transition from immediate emergency response to recovery and reconstruction activities. Other expected results consisted of improving the quality of water service in the beneficiary communities.

The evaluation examined humanitarian assistance and reconstruction/recovery projects with combined disbursements of C\$18.2 million (i.e. 20% of the sample).

CIDA funding made a meaningful contribution to humanitarian assistance programs directed towards Peru, not only in period of crisis such as after the 2007 earthquake, but over the entire 20 years of Canada's contribution to the sector. For example, activities related to the water and sanitation subsector have undergone a significant change of direction from a supply-driven approach in water systems to a demand-driven approach, and from provision of services to meet immediate needs to capacity-building and governance for sustainability approach. In particular, CIDA has been instrumental in supporting local capacities for disaster management, economic recovery, and relief of the populations most affected by the earthquake in Ica and Huancavelica.

Improvements in environmental health conditions – CIDA's intervention in the water and sanitation sector has remarkably improved environmental health conditions of the most vulnerable segments of society. As an example, 140,576 direct beneficiaries in Lima and 12 municipalities have improved water and sanitation infrastructure, operation and maintenance conditions. This figure includes: an estimated 10,678 families with new access to water and/or sanitation services, and 5,847 families that will be able to connect in the future. As well, 74,838 families benefited from improved hours of service. Water pressure will help eliminate the need for water storage devices, change water use patterns, and modify hygiene practices. Other results include: raised awareness of water and sanitation: 4,270 families have improved their knowledge of water culture (*cultura del agua*); 1,322 teachers, maintenance staff and 38,514 students from 341 schools have been trained in proper water use, water storage, quality control, basic sanitation and maintenance. Basic water and sanitation education has been introduced in the primary school curriculum in Huacho, Palpa and Nasca.

Through water and sanitation activities, CIDA has achieved significant results, including:

- Improved water and sanitation infrastructure, operation and maintenance conditions for 140,576 direct beneficiaries in Lima and 12 municipalities. This includes:
 1. An estimated 10,678 families with new access to water and/or sanitation services;
 2. An estimated 74,838 families with improved access to existing services;
 3. An estimated 5,847 families able to connect to new facilities in the future;
 4. An estimated 36,451 families with improved water quality or water quality testing procedures;
 5. An estimated 12,762 families benefitting through reduced monthly water bills.
- Improved managerial, administrative and technical capabilities of various municipal water authorities. This includes:
 1. Eight municipalities (i.e. Tambogrande, Chancay, San Marcos, Río Grande, Llipata, El Ingenio, Huacho and Sayan) that saw noticeable improvements in their administrative and commercial practices (e.g. user registries and commercial systems), resulting in tangible benefits for counterparts and end users;
 2. Five municipalities (i.e. San Marcos, Tambogrande, Villa María del Triunfo, Independencia and Huacho) that improved their capacity to provide assistance to improve domestic water quality and sanitary conditions in peri-urban and rural households;
 3. An estimated 4,720 families that gained improved knowledge and hygiene habits.

Contribution to capacity building – Through WUSC’s PWCB funded project, CIDA has assisted municipalities in the creation of municipal development plans in water and sanitation, and fostered municipal accountability in the sector through the active involvement of the municipality in the design and implementation of works, as well as in the decision on a management model for system operation and maintenance. For example, eight municipalities (Tambogrande, Chancay, San Marcos, Río Grande, Llipata, El Ingenio, Huacho and Sayan) saw noticeable improvements in their administrative and commercial practices (e.g. user registries and commercial systems), and five municipalities (San Marcos, Tambogrande, Villa María del Triunfo, Independencia and Huacho) improved their capacity to provide assistance to improve domestic water quality and sanitary conditions in peri-urban and rural households.

In collaboration with the World Bank, CIDA supported the development of municipal institutional capacities for five regional authorities in the Libertad, Cajamarca, San Martín and Lambayeque regions by supporting local officials in exercising their rights to the provision of water and sanitation services. CIDA also worked with the ministry of education (*Ministerio de Educación*, or MED) and with UGELs in Huacho and Nazca to incorporate the topics of water, sanitation and the environment in the primary school curriculum.

Contribution to decentralization in the water and sanitation sector – CIDA has contributed extensively to strengthening regional, municipal and local authorities' capacities to manage water and sanitation services in line with Government decentralization priorities and the objectives of the Water and Sanitation Plan 2006-2015. Through the World Bank Water Sanitation Program, CIDA allocated US\$1.2 million to the “Strengthening Decentralization and Governance in the Water and Sanitation Sector of Peru” project, a major initiative to devolve decision making in investment, and operations and maintenance to local governments to encourage their participation and to increase accountability and sustainability in water supply and sanitation services. In the context of a genuine decentralization effort, regional authorities in the Libertad, Cajamarca, San Martín and Lambayeque regions were able to develop sector plans featuring environmental and action plans, as well as gender-equality assessments. Moreover, both the *Ministerio de Vivienda, Construcción y Saneamiento (MVCS)* and the Peruvian sector authorities have welcomed the results of this initiative and instituted the methodology to strengthen sector decentralization and local governance. The Government of Peru is planning to implement this methodology in other regions and sectors (e.g. education and health).

Contribution to sector policies – Although not targeted as a humanitarian assistance project objective, the implementation of a project focused on safe and secure rural housing for Huancavelica carried out by CARE after the earthquake was instrumental in helping the Government of Peru to adopt a national rural housing policy with standards for safe and healthy rural housing, as well as to begin implementing a program to provide eligible families with subsidies for housing construction in rural areas. In April 2009, the Government established a “National Rural Housing Program” approved through *Decreto Supremo No. 0800-2009*, which declared its rural housing reconstruction commitment and priority. This meant that all rural families would have access to a safe and healthy house through access to the Family Housing Voucher (*Bono Familiar Habitacional*) through the Home Fund (*Fondo Mi Vivienda*) that was previously in charge of administering urban housing programs such as Techo Propio. (One's Own Roof). On the other hand, as a part of the Water Sector Decentralization and Governance project, CIDA, with help from the WB Water and Sanitation Program, developed a pilot project to implement a new methodology for the production of comprehensive regional sanitation plans in areas located in the La Libertad, Lambayeque, Cajamarca, and San Martín regions. The methodology was deemed appropriate by the MVCS, which approved it through *Resolución Ministerial No. 258-2009-VIVIENDA*, dated October 1, 2009.

Risk prevention and disaster control/prevention – CIDA has been influential in building up a culture of risk prevention and management in the humanitarian assistance and water and sanitation sector. Through CARE-Canada, CIDA supported the implementation of eleven work plans for the rehabilitation and reconstruction of houses, classrooms, health facilities and potable water systems with a risk management approach. In addition, 792 local officials were trained in disaster prevention and responsibility/accountability. Through the WB Water and Sanitation Program, CIDA built up a culture of risk prevention in the water and sanitation sector by generating knowledge, building capacities and developing various methodologies and tools

to integrate disaster risk management as a criterion in the water and sanitation sector. The project has brought up to date the water and sanitation sector public policy on disaster risk management (DRM) and established DRM practices in urban utilities. Thanks to the program's efforts and contribution, a new law that created the National System of Disaster Risk Management has been passed, under the jurisdiction of the Prime Minister's Office, a new partner of the WB Water and Sanitation Program in the field of risk disaster prevention and management. This new law will be applied from the moment the pre-feasibility studies are undertaken for infrastructure works, and incorporates a culture of risk prevention in the country.

Through the Canadian Red Cross with a contribution of \$200,340 for in-kind goods and transport, CIDA also contributed to the Emergency Appeal for the 2007 earthquake, which was launched by the International Federation of the Red Cross and Red Crescent Societies (\$2.2 million for Disaster management and another). The fund was primarily used for rehabilitation, and community development and capacity-building.³¹

Strengthening community organizations – At the community level, there was significant effort put into empowering communities to manage emergency assistance and sanitation projects. The CODECO, the Community Development Committee, was created and consists of a democratically elected group of members who developed an annual work plan that included: capacity building and training of leaders; development of tools to incorporate community goals; allocation of a monitoring team that evaluated the communities' progress; and, the development of proposals to negotiate further demands with the Government, including water, sanitation and livelihood projects in rural housing programs. Through this, communities developed collaborative risk maps and actively participated in working collectively to reduce overall community vulnerabilities. In addition, the creation of the Users' Association Model, developed by WUSC in the El Ingenio district of Nazca in 1997, provided a viable community-managed alternative for water and sanitation services where private sector operators are either non-existent, lack sufficient experience or are unacceptable to users as service providers. In this context, users actively participate in the financing and installation of their water and sanitation services, pay their water bills and use the services more efficiently.

Empowerment of women and youth – CIDA has contributed to the empowerment of women and youth. For example, through its Canada Earthquake Reconstruction Project involving reconstruction in Huancavelica, CARE has empowered women by promoting opportunities equally among men and women. As a result, 40% of the community development committees are now led by women, and 40 women have been trained to prepare business plans and have developed skills for promoting economic activity. Furthermore, 350 local and community officials have been trained in gender equality and equal opportunity issues. In addition, CIDA's intervention in the sanitation sector has resulted in the inclusion of gender equality. As an example, the involvement of women as members of management committees was approved in

³¹ International Federation of Red Cross and Red Crescent Societies. Final Report: Emergency Appeal, Peru Earthquake. June 2010.

the statutes of the “Water Users’ Association” and their participation was actively promoted; they now have the right to participate and vote in assemblies of the users’ association. Furthermore, gender consideration was included in the methodology for producing regional sanitation plans. This methodology requires that all diagnostic information gathered must be analysed in terms of women’s participation throughout the project.

Three major success factors have been identified in the humanitarian assistance, water and sanitation, and reconstruction sub-sectors:

Shared responsibility and participation of beneficiaries – Most of the projects were successful because they worked in close collaboration with stakeholders (e.g. local authorities of peri-urban and rural communities). A common understanding of project objectives was established, and interventions were shared among Peruvian sector authorities, donors and local communities, and Peruvian sector authorities and local communities;

Expertise and knowledge – A good match was achieved between project needs and the knowledge, expertise and personal skills of all major participants. Most of the personnel had the technical skills required to meet project needs, and Peruvian and Canadian resources complemented each other very well;

Rapid, effective support within emergency programs – With support from humanitarian assistance agencies like the IFRC and the United Nations WFP, as well as Canadian NGOs like CARE, CIDA was able to provide rapid response to contribute to humanitarian assistance, food distribution, housing reconstruction, and capacity building. However, more work needs to be done in order to sustain the sanitation sector in the continuation of comprehensive reforms that aim to reshape the relationship between the public sector, utilities and local people, with reliable frameworks, a clear division of tasks, transparent decision-making, public accountability and the involvement of interest groups to implement comprehensive reforms within the sector.

Implementation of the decentralization process within the sector to improve the managerial and financial capabilities of local water authorities must be fostered. With regard to the emergency sector, some of the PCP’s short-term initiatives lacked criteria for the selection of beneficiaries and inclusion of more integrated psychosocial support and longer programs. Inaccurate knowledge of the inequalities between urban and rural areas of Peru hinders effective action to ensure that resources are supplied to the people most in need.

3.5 Findings in Gender Equality

The expected results stated in the SRF were to help increase political, economic and social participation by women in Peru’s development processes and to increase the benefits of development to Peruvian women.

In gender equality, mainstreaming has been addressed differently in the 2005-2010 PCP and the 2010-2015 CDPF. In the former, there is a specific gender equality impact statement and the expected results: improved access to basic human needs among women in particular, and

improved capacity by Peruvian women for participation in local government decision making and planning. In the 2010-2015 CDPF, gender indicators have almost disappeared from the logic model. Apart from equipping stakeholders with the tools to promote dialogue and negotiations (e.g. “including meaningful participation of women”), references to gender equality are vague. However, a detailed annex elaborates on what is meant by meaningful participation, addressing issues like the participation of women’s organizations in decision-making, analysis of who benefits from economic development, and the use of effective gender equality budget monitoring to determine who benefits from public services. In the education sector, this includes the capacity of authorities to ensure integration of gender equality into all aspects of education (curricula, safety, quality of education, gender bias, etc.). Performance assessment in the project sample suggests that the identification and achievement of gender equality results vary a great deal.

To varying degrees, these results formed a platform for gender equality advances in all sectors targeted by CIDA interventions. The Andean Region Gender Equality Fund (ARGEF) was identified as providing focused opportunities for mainstreaming gender equality in the priority areas. Since it ended, no specific mechanism to ensure similar results has been put forward and the general impression of most partners involved with the issue is that the achievements to date are unlikely to continue without it.

Gender equality results in governance are strongest, in part due to the ARGEF and gender-specific or women-empowering projects such as Inter Pares and CUSO initiatives. The ARGEF in particular was identified as providing focussed opportunities for mainstreaming gender equality in governance. Although less consistent, the inclusion of gender equality as a criterion for project selection in the PPPSRF has helped improve the latter’s contribution to gender equality objectives, and this is an area that could be further expanded. The serious inclusion of gender equality in this sector helps consolidate gender equality (participation and access to services and resources) as a governance issue. The *Defensoría del Pueblo (DDP)* has a strong gender equality approach, including an adjunct ombudsman for women, although there is still work to be done to ensure a strong gender equality focus throughout all of the regional offices. *CIES* is still trying to define its contribution to gender equality, most likely with the encouragement of a younger generation of researchers and greater attention to gender equality issues in research topics.

Education responses vary greatly with individual projects (and implementing agencies). At one end of the spectrum, Rainbow of Hope identifies women’s leadership and empowerment through capacity development and improvement of confidence and self-esteem. At the other end, a project managed by the *Grupo de Análisis para el Desarrollo (GRADE)* shows no evidence that gender equality issues were ever addressed. Gender equality as a cross-cutting theme is well addressed in PWBC projects. In the initiative to support Peru’s centre for occupational education, 70% of beneficiaries are women and the project has recently developed eight gender training modules to empower women. One of objectives of the *Colegio Técnico Experimental Jesús Obrero* is to introduce girls into a traditionally all-male college, with an

admissions policy for girls that will go into effect in 2012. In PROMEB, gender equality has been recognized by many stakeholders as limited although different strategies have been implemented to reverse gender inequality, including: the promotion of inclusive teaching techniques that overcome discrimination favouring boys over girls, and awareness workshops and meetings organized with parents to discuss the importance of improving relations that promote equity between males and females.

The private sector development and extractive sector category is weaker, with the exception of a small, ongoing project with the CCA involving an agricultural cooperative in Piura. Other projects (PERCAN, PHAP) have had limited approaches to gender equality, possibly reflecting weaknesses in the capacity of the Canadian mining industry in this area, as well as the enormous barriers to women's participation in the industry. This is an area of concern, given the importance placed on the extractive sectors in CIDA's economic development approach.

Among the factors that have been most effective and some of the lessons learned in promoting gender equality are:

- The ARGEF, which ended in 2008 after its third phase, was recognized across sectors and stakeholders as an extremely valuable and cost-effective tool for promoting gender equality. No similar mechanism exists now. The fund provided focused mainstreaming projects; pilot projects that have been up-scaled, worked with highly-qualified local feminist organizations, and provided small, strategic funds to the *MIMDES*;
- Along with the innovative ARGEF, CIDA exercised leadership in the donor working group on gender equality (*Mesa de Género de la Cooperación Internacional*), helping to promote more effective gender equality strategies and government policies and programs;
- In addition to supporting local NGOs, CIDA supported Canadian NGOs with excellent models for gender equality that have influenced the work of their counterparts. WUSC (in alliance with the national women's network) and CLWR have carried out gender equality audits; Inter Pares has a strong gender equality perspective and a special focus on gender-based violence; and, CUSO-VSO has a gender non-discrimination policy, has delivered extensive training to partners, and provides gender equality specialists as cooperants.

3.6 Findings in the Environment

The expected results in the SRF were to increase transparency, efficiency and capacity of the Government to effectively regulate, minimize environmental impacts, improve access, and build consensus among the stakeholders with respect to equitable and environmentally sustainable economic growth.

Peru is considered to be one of the largest centres of biodiversity on the planet with an abundance of wildlife (about 1200 species). The country's environmental situation is characterised by a number of key degradation challenges: air pollution and lead exposure in urban areas; climate change; lack of an adequate supply of water, sanitation and hygiene;

natural disasters; indoor air pollution; loss of biodiversity; deforestation; and, agricultural soil degradation.

The environment as a cross-cutting theme was strongly integrated in the Peru Program. As previously mentioned, CIDA's contribution particularly involved the strengthening of the MEM, and its proposed initiatives in support of the *MINAM*, and corporate social responsibility. In the other program sectors (Human Development, Other Economic Growth and Sustainability Initiatives, Governance), environmental sustainability was also addressed as a theme.

In the current 2010-2015 CDPF, the environment as a theme was to be reflected in each of the program priorities. However, this theme is mostly reflected from the perspective of adhering to environmental standards and adoption of environmentally safe technologies in both the mining and hydrocarbons sectors.

Under the 2005-2010 Peru Program and beyond, the following key results were achieved:

- CIDA interventions have strengthened regulatory frameworks, including adherence to environmental standards and the adoption of environmentally safe technologies, in both the mining and hydrocarbons sectors. CIDA has also financed initiatives to help the Auditor General improve his capacity to oversee compliance with environmental regulations. The Agency has also funded awareness-raising activities and research. Finally, environmental considerations are integral to water supply and sanitation initiatives.
- Within the current CDPF, the environment theme is integrated in CIDA's current and planned strengthening of Peru's Ministry of Energy and Mines and its proposed initiatives in support of the Ministry of the Environment (*MINAM*) and corporate social responsibility. In addition, the planned programming in education includes curriculum development and teacher training on environmental themes (e.g. climate change, ecosystem and watershed management). However, the environmental component is not clearly defined in terms of strategy, and expected results in terms of environment protection are not appropriately defined.

The review conducted shows that planning processes of the different projects do not systematically incorporate relevant analyses of the environment as a cross-cutting issue. Program-level requirements for project approval regarding cross-cutting issues are not sufficiently well defined to ensure a proper definition of how the theme should be treated, at a minimum.

In the education sector, the environment was mostly not proactively integrated into the sample of projects reviewed. Globally, the introduction of the environment into education curriculum, as formulated in the country program, has been timid.

In the governance sector, some of the supported projects are involved in advocacy campaigns on environmental protection (e.g. Support to the *DDP*). However, the support could take a more proactive approach from the environmental perspective. Globally, the governance portfolio could do better at integrating the environmental aspect on a number of

fronts, in particular in gender projects and initiatives on artisanal mining that present huge environmental and health challenges.

In the humanitarian assistance sector, many of the activities conducted relate directly to the environment, but environmental protection is not a focus *per se*, as the main focus remains helping populations in disaster situations. Two main types of activities can be distinguished:

1. Activities implemented to reduce vulnerability to natural disasters, including environmental assessments, improved cooking stoves, waste management, etc.;
2. Activities implemented to improve water quality and sanitation levels, in particular specific training at district level;
3. Specific environment components therefore exist in the projects, mostly as a result of improved water quality, sanitation and waste management, leading to more healthy livelihoods. However, there are no specific results or indicators related to the improvement of the natural environment. In emergency assistance programs, environment impact assessments were usually conducted but proactive actions with respect to environmental management were not really included. It would therefore be useful to identify a number of environmental factors which could possibly affect the sustainability of results;
4. Private sector development initiatives have a strong focus on hydrocarbon and mineral resources. Environmental issues have been fairly well included in the program and some good results can be observed. The challenge today is in the implementation of the plans and regulations put in place, with clear roles and responsibilities to be determined. This, however, requires overcoming major limitations such as the lack of financial and human resources in the *MEM's Dirección General de Asuntos Ambientales* as well as the high turnover of personnel, as illustrated by the PERCAN project. In other projects relating to private sector development, environment is sometimes mentioned as a theme, but with no clear results to be achieved, and weak monitoring and reporting activities.

Other results include CIDA's contribution in the establishment of the new Ministry of the Environment (*MINAM*) through its support to the *DDP*. Consolidation of various activities under *MINAM* provided a more responsive and cohesive environmental management framework for the country. However, it should be noted that *MINAM* still faces problems related to overlapping jurisdictions, unclear responsibilities, the lack of an integrated environmental planning system, weak enforcement/monitoring/evaluation capabilities, and a deficiency in both financial and human resources.

CIDA has also strongly contributed to the development of standards, regulations and guidelines for the mining and hydrocarbon sectors. The PERCAN project in particular is a great success in this regard. However, as mentioned above, the challenge is now to implement the plans and regulations. This entails dedicated human and technical capacities at various institutional levels,

and within MINAM and regional administrations in particular. Although decentralization initiatives of the Peruvian government have increased local and regional authority, it remains a great challenge, since there has not been sufficient transfer of skills and capacity building to meet regional environmental management mandates. The challenge of overcoming corruption comes as an additional limitation, especially at local levels where, at times, officials are also owners of small mining endeavours.

4.0 Main Findings: Performance Criteria

This section of the report summarises the main findings of the Peru Evaluation based on CIDA's key performance criteria pertaining to development results (i.e. relevance, effectiveness of results, sustainability, cross-cutting issues, coherence, efficiency, management principles and performance management), as outlined in the terms of reference (Appendix A). The analysis focuses mainly on the Program levels. Sample projects were used to determine the ratings against the evaluation criteria for each sector of the Program. For an illustration of the consolidated score, see the table below.³²Table 6 below outlines the average scores observed for each criterion, by sector.

Overall, the ratings for Relevance, Coherence and Effectiveness were rated as highly satisfactory, while performance management and sustainability received the lowest scores: 3.7 and 3.8 respectively.³³ All sectors were rated satisfactory or highly satisfactory between 3.4 to 4.5 in some cases. The highest score was in the relevance of the governance sector and the lowest related to cross cutting issues in the education sector and management in private sector development. This is because the decentralization in the education sector is still an ongoing process; weak and centralized education institutions and bias against indigenous populations continue to hamper progress in this sector.

Analysis of the above scores demonstrates a strong alignment between CIDA's Peru Program interventions, the Government of Peru's priorities and the Government of Canada's policies and strategic objectives as stated in the 2007 Americas Strategy. All three converged on the points of: strengthening of Peru's institutional capacities to assist the Government in its implementation of poverty reduction and decentralization processes. Overall, CIDA's sectoral interventions

³² Highly Unsatisfactory (0 to 1); Unsatisfactory (1.1 to 2); Moderately Satisfactory (2.1 to 3); Satisfactory (3.1 to 4); Highly satisfactory (4.1 to 5).

³³ It should be noted that the eight performance criteria were based on a five-point scale assessed with the triangulation of various information. This is the same scale used by the Evaluation Directorate for past four years in 20 previous program evaluations. This scale was tested for reliability using a sample of over 188 projects when it was designed. Organizations like the World Bank and the Inter-American Bank use the same five-point scale.

facilitated the creation of conditions for an enabling environment conducive to equitable and sustainable poverty reduction.

Table 6. Consolidated Scores, by Sector and Criterion

Sector	Relevance	Effectiveness	Sustainability	Cross-cutting issues	Coherence	Efficiency	Management Principles	Performance Management
Education	4.5	4.1	3.9	3.5	4.1	3.7	4.3	3.4
Governance	4.6	3.9	3.7	4.0	4.0	3.9	3.9	3.9
Private Sector Development and the Extractive Sector	4.2	4.1	4.0	3.7	3.9	4.2	3.5	4.1
Humanitarian Assistance	4.5	4.2	3.9	4.1	4.1	4.2	4.1	3.6
Average Score	4.5	4.1	3.8	3.9	4.2	3.9	4.0	3.7

Rating Scale: Highly Unsatisfactory (0 to 1); Unsatisfactory (1.1 to 2); Moderately Satisfactory (2.1 to 3); Satisfactory (3.1 to 4); Highly satisfactory (4.1 to 5); Not demonstrated (ND).

4.1 Relevance

The relevance of the Peru Program was noted as highly satisfactory across all sectors, with a global combined score of 4.5. Individual sectors scored between 4.2 and 4.6.

Compatibility with Peru’s development priorities – The Peru Program’s directions and orientations are very much in line with the objectives and priorities of Peru’s successive National Poverty Reduction Plans to reduce poverty, improve the quality of life and improve access to education. Also, the Program adapted to Peru’s transition to a middle-income country and designed its interventions to assist Peru in adopting measures to effectively manage the growth process by strengthening governance capabilities to generate policies and providing instruments to implement and monitor social and economic development.

In line with Canada’s policies and strategic priorities – The thematic priorities of the Peru Program are in line and in phase with Canada’s strategic and political priorities for the Americas whose objectives include strengthening human resources and institutions particularly with regards to meeting basic human needs thus contributing to more equity and poverty reduction.

Despite the many changes in the Agency's priorities and direction during the implementation of the Peru Country Program (2105-2010), the Program stayed on course and maintained a high level of continuity between thematic priorities of the new CDPF (economic diversification, education, youth and children, and governance).

Adoption and adaptation of Canadian models and best practices – Weak public service capacities at all levels (national, regional and municipal) open the door to an approach aimed at assisting Peru transform growth into development through targeted technical assistance and by proposing models in basic education and regulation frameworks in the extractive sector while also ensuring the integration of environmental and social dimensions (e.g. corporate social responsibility and conflicts related to natural resources). In terms of policy dialogue, the ever-growing presence of Canadian NGOs operating as CIDA's executing agencies in Peru and partnering with their national counterparts, the Canadian private sector's presence and clear business and trade interests in Peru place CIDA in a privileged position. Beyond economic growth, the challenge for both Canada and Peru is to encourage sustainable development initiatives through support of the decentralization process, coupled with sound capacity development and initiatives that will stimulate economic diversification. Examination of key strategic documents indicates that continuity has been established between the 2005-2010 PCP and the 2010-2015 CDPF.

Models that generate information and knowledge – The support provided through the Peru Program generated the information and knowledge needed to propose a rural education model that responds to a persistent problem of poor quality education and inequity between rural and urban areas. The Program achieved political impact by supporting the Government's decentralization of education and improvement of teaching quality. The ultimate goal was to ensure that all students met grade-level learning standards, which it did. The PCP support to decentralization efforts helped stabilize fledgling efforts, thus ensuring that the process continued despite initial slowness on the part of the Peruvian government. The future appears more promising, based on commitments made by the recently-elected federal government.

4.2 Effectiveness

In terms of effectiveness, the Program was rated as highly satisfactory with a global combined score of 4.1. Individual sectors scored between 3.9 and 4.2 with little variation between the individual sectors' capacity to deliver results.

Goal of the Peru Program – The overarching goal of the Program was “to help reduce poverty in Peru through institutional development.” Studies carried out by international financial institutions such as the Inter-American Development Bank and the World Bank conclude that Peru has made significant progress toward achieving the MDG of poverty reduction, particularly with respect to primary education. However, its booming economic growth still coexists with high levels of poverty, exclusion and inequality. The country continues to face a range of underlying development constraints, particularly in rural areas.

CIDA achieved meaningful results in the areas of intervention set out in the 2005-2010 Peru Program and the current CDPF will likely help to consolidate the progress achieved. The evaluation concludes that programming interventions are mutually reinforcing and contribute to efforts in poverty reduction. In all sectors of interventions, the horizontal capacity-building component supported the overall decentralization process, helped regional governments begin the effective and more inclusive delivery of services, and somewhat responded to the needs of the most vulnerable segment of the population.

However, the Program has been slow in introducing a performance management system or tools to adequately monitor and assess its sectoral effectiveness. Consequently, the Program's contribution to poverty reduction can neither be quantified nor assessed on solid grounds. Not all of the necessary data and other critical information were available, collated, or reliable. In addition, baseline data were not provided nor were targets identified. Therefore, the assessment of Canada's contributions to poverty reduction is more qualitative than quantitative.

Education results – The Peru Program helped achieve positive results in education. One major achievement of CIDA's intervention in education was the development of an integrated model (early childhood and basic education) for rural education that could eventually be replicated in other parts of Peru. As a result, access to early education in the four rural areas where the model was implemented has increased respectively by 12%, 18% and 16%. It has also led to impressive learning improvements in reading comprehension and writing skills among students who took standardized tests. Reading comprehension among targeted children increased from 15% in 2003 to 53% in 2005. The same trend was observed for students in grades 3 and 6, i.e. 14% to 54%. This model allowed students to complete primary education with the required competencies. CIDA has also made a creative, innovative contribution to improving management and technical capacities of local and regional school authorities: 50 specialists in local education management earned a diploma to enhance their skills in public management projects and 36 public officials received training and upgraded their skills in education-related technical research. The results were less satisfactory with respect to training on practices that support early childhood and intercultural bilingual education where only 14% of the targeted public officials have been reached. In addition, public institutions remain generally weak and still lack managerial capacities, thus hampering the decentralization process, particularly in rural areas. Frequent changes in public sector staff at the regional and local government levels also continue to pose major challenges to institutional capacity development.

Governance results – The Peru Program, through its various interventions, helped promote respect for democratic principles and the rule of law. The *Defensoría del Pueblo* – the *DDP* - initially funded by CIDA, became a well respected institution for the protection of human rights both at the individual and community levels. *DDP* has now 28 regional offices and offers 582 service counters in resource-poor areas across the country. The Program helped improve accountability and transparency in the municipalities, particularly in dealing with mining royalties available to the regions. The model was extended to 40 municipalities throughout the mining regions of Peru. With respect to women's participation, CIDA's Regional Gender Equality Fund

supported several projects that helped women and their organizations' access available resources and participation in local planning: 115 women's grassroots organizations and an additional 250 women's organizations benefited from the Fund.

Governance, a priority area of intervention in the 2005-2010 Country Program, is now considered a cross-cutting issue. This change of approach made it difficult to determine the exact amount of CIDA's disbursements in that sector as a whole. Both PWCB and MGPB enjoy strong presence (26% and 38% in that sector respectively) and individually they have developed a high level of synergy with the Geographic program in the field. However, there is still room for improvement for better tripartite coordination. Lack of this coordination between the delivery channels, tends to limit CIDA's full impact on decentralization and policy dialogue as well as on accountability and transparency, particularly in private sector development.

Private sector development and the extractive sector results – Projects in that sector include two major bilateral projects and some PWCB projects executed by Canadian NGOs, and modest projects with core funding in which the Peruvian Government contributed to the project funding. Overall, the Peru Program contributed to the improved management of the mining and hydrocarbon industries in Peru, in addition to improving governance, efficiency, transparency and, to some extent, complementarity of interventions by government, the private sector and civil society with respect to equitable and environmentally sustainable economic growth. This is particularly the case with the two flagship projects designed to that effect: PERCAN and PHAP. For example, the methodology developed by the PERCAN projects for identifying and prioritizing mining's environmental legacies was instrumental in helping secure a US\$300 million loan from the World Bank. It is still premature to measure the extent to which revenue distribution from the sector through royalty-sharing arrangements with targeted regions can be transformed into effective poverty reduction. Regions are still considered under-resourced and not yet capable of capitalizing on the influx of resources or effectively planning and managing development projects. Concerning the reform of regulatory and taxation regimes, PCP projects in the extractive sector geared most of their efforts towards strengthening government capacity, nationally through the MEM and sub-nationally via regional governments and regional departments of energy and mining. The sustainability of results achieved to date will be contingent upon more systematic and robust institutionalization of regulatory and taxation policies and practices by the Government. Regarding tax redistribution, extractive sector taxes can improve social, economic and environmental conditions in mining regions. Innovations piloted by the PCP and by some regions are stepping-stones that could bring about changes in this area. PERCAN, for example, has endeavoured to improve the transfer of Canon Minero resources locally to areas most affected by mining investments. Implementation of more effective administrative processes will create a more significant impact once the latter are extended beyond the pilot regions to benefit all regional governments in parts of Peru where mining is prevalent.

Humanitarian assistance and reconstruction/recovery results – Overall, CIDA's humanitarian assistance and reconstruction/recovery projects in Peru achieved their expected

results. Highlights include: the rehabilitation and reconstruction of approximately 2,000 homes and 10 community centres; the integration of 40% of women beneficiaries in management positions in Huancavelica; and, support to 80,000 families through provision of food aid for a period of 90 days. Overall, CIDA's efforts in the water and sanitation subsector have also met their expected outcomes. In the case of WUSC, the Water and Sanitation Capacity Building project exceeded by approximately 63% the anticipated target for improving health and sanitary conditions. As well, expected results were exceeded by approximately 74% for the participation of young Canadian and Peruvian professionals and student interns in project activities. Additionally, in support of governance and decentralisation, the project achieved institutionalization of the methodology for formulating regional sanitation plans.

4.3 Sustainability

The Program was rated satisfactory at implementing potentially sustainable projects, as suggested by a global combined score of 3.8, average scores ranging from 3.7 to 4.0, depending on the sector.

Sustainability of results – With respect to the Program, the evaluation team observed that key strategic and programming documents have not explicitly or systematically addressed sustainability. In addition, no clear strategy developed regarding the sustainability of projects and program results. At the project level, however, sustainability is addressed in a fair number of project-approval documents and proposals (to various degrees and with greater or lesser quality in coverage). Despite the lack of an explicit program strategy to ensure the sustainability of interventions, some factors are contributing to sustainability: appropriate project timeframes and a clear program focus on Peru's developmental priorities. In addition, all sectoral interventions are geared towards strengthening key institutions to develop Peru's capacities and consultation mechanisms thereby creating commitment and building a strong sense of ownership. These factors are present, but in varying degrees across sectors and projects associated with the PCP.

Risk management – Risks have been clearly identified and spelled out in major projects. Proactive risk analysis exercises - based on assumptions and risks found in logic models - have been quite useful in managing such projects. Strategic analyses of the operating environment, including political trends and changes, have been carried out. Flexible design and management have allowed for timely action and budgetary adjustments to be made during implementation, to keep planned work on track.

Long-term commitments in education and governance – The education sector demonstrates a high degree of sustainability. Impact on the quality and efficiency of basic education requires long-term commitments, and Canada has met this requirement with the PCP. Eight years of support to the PROMEB made it possible to develop a rural education intervention model and helped improve the delivery of education and governance in targeted regions. PROMEB's inclusive approach to rural education promotes informal debate and exchange of information, and includes consultation and participatory processes at all levels

(schools, municipalities, local and regional governments). In addition to raising interest in rural education and ECD, these efforts promoted synergy and coordination between national and regional authorities and consolidated national and regional platforms to access a wide range of experience for shared analysis, socialization of results, and fruitful discussion to consolidate quality interventions in education. The governance sector also has a high degree of sustainability. In at least two projects (Support to the *DDP* and Strengthening *CIES*), CIDA invested in long-term (15 years+) institutional strengthening, providing support to project and organizational development, management structures, alternative funding capacity, and other elements designed to advance sustainability. As a result, the *DDP* is now mainly funded by the government, and the *CIES* has established a wide range of funding and a solid network across the country (in addition to initiating discussions to secure sources of public funding).

Institutional and organizational challenges – The Government faces a high turnover of personnel, a situation that was exacerbated during the election period. Turnover may have had a negative effect on capacity-building efforts to train personnel. As this problem remains an ongoing risk, CIDA could consider capacity development assistance at a level where the regional and local technical staff is not affected by the electoral process. In addition, Canada could offer support to public sector reforms and “professionalization of the public service,” in order to minimize the effect of the staffing instability inherent in elected offices, on the management of government affairs and programs.

Shared responsibilities and participatory process – These were instrumental in ensuring sustainability. Most of the water and sanitation projects were successful because they worked in close collaboration with stakeholders (i.e. local authorities, peri-urban and rural communities). In the WUSC Water and Sanitation Capacity Building project, strong commitment was witnessed on the part of municipal authorities and service providers (e.g. the Servicio de Agua Potable y Alcantarillado de Lima) to the project’s methodologies. As well, stakeholders were willing to commit human and financial resources and had the capacity to do so. Additionally, a “community-based user” model was used to improve good governance, by taking responsibility for service provision down to the community level. In the World Bank water and sanitation initiatives, municipal authorities from Cajamarca and Lambayeque clearly indicated to regional officials that they expected genuine decentralization in institutional and planning frameworks. A shared understanding of project objectives and counterpart interventions was established with Peruvian sector authorities, between donors and local communities and between Peruvian sector authorities and local communities. Furthermore, some projects were successful at generating additional resourcing, such as WUSC, which was able to leverage funds valued at approximately C\$7.3 million - well over the targeted amount of C\$6 million.

Institutional, organizational and technical capacities to maintain results – With respect to private sector development and the extractive sector, evidence suggests that benefits delivered through project components (e.g. information systems, methodologies, guides and procedures, data management, training, technology transfer, and regulations) will be sustained. Regulations in place should be maintained and, hopefully, compliance will be improved, as government

counterparts effectively supervise and enforce improved regulations. Maintaining gains remains a concern for sustainability because there are doubts regarding the government authorities' desire and capacity to strictly enforce standards. Projects in the extractive sector have been diligent in ensuring that "ownership" over processes, products and benefits remains with the MEM, thus promoting and ensuring greater sustainability. Future challenges will pertain to capacity at the regional level (which is still weak) and institutionalization (which is far from being achieved, thus threatening sustainability). In the education sectors, evidence suggests that benefits from capacity-building efforts will continue. CIDA's approach in the field of education has been to assist the Government in developing processes to strengthen governance and support decentralization to bring sustainable changes. Technical assistance and training provided at the regional and local government level strengthened the management and implementation of PERs and PIPs, especially at the regional level in Piura, Tumbes, and Lambayeque.

Dependency on external assistance – As one of CIDA's focus countries, Peru benefitted from increased Canadian assistance. Come next year, CIDA's aid budget for Peru will have doubled over the 2005-2006 to 2011-2012 period. This said, Peru ranks 19th among the Agency's 20 focus countries, with an estimated C\$97.5 million in total disbursements between 2006-2007 and 2010-2011.³⁴ In general terms, Peru, a middle-income country, is not dependent on external assistance, as international aid represents approximately 1% of its gross domestic product. Moreover, being rich in resources, Peru has needs pertaining to the models and practices it should adopt and adapt to facilitate the various reforms that the Government and regional governments are not yet capable of operating. The Government also seeks models for improved natural resource management, to strengthen its institutions and transform economic growth into inclusive development.

4.4 Cross-cutting Themes

The Program was rated as satisfactory at achieving results associated with cross-cutting issues, with a combined score of 3.9, and scores ranging from 3.5 to 4.1, depending on the sector.

Progress in gender equality promotion – Across sectors, nearly all PCP projects have made some progress in promoting gender equality, or at least women's participation. CIDA's support to, and insistence, on gender equality has been a factor in situations where there was little previous experience in this regard and where gender was still, to some extent, addressed as an additional issue. In other situations, CIDA has worked with organizations possessing a highly developed gender equality capacity that has resulted in important strategic achievements.

Gender equality: A governance issue – Gender equality has been addressed largely as a governance issue through ensuring women's participation in critical decision making, through access to publicly-available funds (on an individual basis, or via participatory budget planning),

³⁴ CIDA. 2011 (September). *Statistical Reports on International Assistance. Statistical Analysis and Reporting*. Chief Financial Officer Branch.

through supporting legislation and national or regional plans in support of gender equality, and through supporting women's human rights, particularly in the critical area of violence against women.

The environment as a theme – The PCP provides some examples of success with respect to integrating the environment in CIDA programming, particularly in the economic growth sector. Clearly, however, there are still areas for improvement in the mainstreaming of environmental cross-cutting issues in the program and project portfolios reviewed. Much more could be done to enhance environmental considerations in the PCP through the implementation of recommendations made by the strategic environmental assessment conducted in 2009. Preparing an environment implementation plan, as has been done for the gender equality theme, would assist in placing more focus on this dimension.

Sectoral integration of environment issues – Regarding how the environment is integrated into sectoral components of the PCP, the evaluation team observed that the private sector development and extractive sector category is the only one generally doing fairly well in this respect, with projects with significant environmental components (PERCAN, PHAP). The governance sector could strengthen its action on this theme and the education sector has been generally timid with respect to mainstreaming environmental issues. In the humanitarian assistance sector, most of the initiatives have promoted environmentally sustainable solutions, and this sector has therefore generated significant positive environmental effects, such as improved quality of drinking water and improvement of wastewater treatment. Consideration for climate change is generally absent from the portfolio, project planning and implementation, although significant potential exists to better integrate this dimension.

4.5 Coherence and Coordination

Coherence was assessed as overall satisfactory with a combined score of 4.0 and sectoral scores ranging from 3.4 to 4.1.

CIDA is a recognized, respected stakeholder and is seen as a credible organization that enjoys a degree of flexibility regarding the nature of interventions and initiatives in which it decides to invest. Notwithstanding this form of recognition, CIDA's complementarity and value-added need to be better documented and its progress followed. For example, comparative analyses of which donor does what with how much money in Peru have been produced by the World Bank, OECD. It would be useful if CIDA (internally) could examine further the respective strengths and limitations of its donor counterparts, as well as the nature of their individual value-added. This type of intelligence could be featured in documents like the annual country report, which gives examples of action taken in Peru by the donor community. It could also illustrate CIDA's position as well as its actual or potential complementarity with other donors.

Both individually and as a group, CIDA personnel in the field are actively involved in networking and information sharing with partner donors at various levels. Donors are apparently advised of

each other's plans and achievements, but their actions need to be better documented or planned and organized in a more formal manner.

Coordination with other donors – Before the April 2011 elections, Peru's federal government demonstrated limited interest in meeting with bilateral and multilateral agencies ("closed door" policy). Rather, coordination happened more informally through thematic meetings where bilateral and multilateral agencies could have discussions and maintain the momentum of the interventions. Coordination consisted more of an exchange of information among actors to keep abreast of projects and reduce duplication of the Government's efforts—a 180-degree turnaround in terms of attitude. Despite this "closed door" policy and the fact that APCI had not yet assumed the role it could play in this regard, the PCP managed to carry out synergistic actions with like-minded partner-donors.

External coherence – Even in the absence of a systematic, organized approach to "external coherence," CIDA has been quite active in this area, largely as a result of its natural leadership and firm desire to address some key issues with other donors, regardless of the venue. CIDA supplied other donors with an informal forum to discuss Peru's "closed door" attitude and question some of its actions. To this end, CIDA sought the involvement of other actors, CSOs and indigenous groups who were invited to participate in meetings. Through the basket fund, the *DDP* project, which has been one of the Program's most successful initiatives, CIDA has achieved a high level of coherence and coordination with other international donors (Spain, Sweden, Switzerland and Belgium) and agencies. In recent months, CIDA has begun discussing the new Canadian initiative for the prevention of social conflict in light of experiences and lessons learned from USAID and the UNDP. With USAID, it has co-funded studies in the area of informal mining - a topical but delicate, complex and controversial issue in which both agencies share the same interest and for which they will most probably adopt a coherent approach. USAID has a broader focus (seeing how it works in several regions) whereas CIDA has a more focused approach that targets selected areas of intervention. CIDA joined forces with three other organizations to develop a comparative analysis of best practices in basic education based on lessons drawn from four different experiences. These organizations have been involved with CIDA in monthly roundtables to coordinate action in social conflict resolution. Such informal meetings have been involving Government actors operating projects in this sector. CIDA and USAID have co-financed studies, which were disseminated via roundtables. In 2009, USAID and CIDA coordinated their action against corruption in the education sector. As well, Germany's Agency for Technical Co-operation (*GTZ*) participated in a roundtable organized by CIDA to discuss the *Ley de Consulta Previa*. UNICEF and CIDA are doing joint strategic work in education. The situation in this sector is such that coordinated efforts are required to achieve urgently needed institutional results, especially considering the current condition of the *Ministerio de Educación (MED)*.

Internal coherence with long-term investments in key sectors – The PCP was consistent in its approach to investing in key sectors with a long-term vision. Key themes are also addressed

throughout the sectors. Decentralisation, for example, is a component in CIDA's support to the DDP as well as in education and private sector development/extractive sector interventions.

Internal consistency between delivery channels: An ongoing challenge – CIDA has not yet defined a mechanism for proposing a common vision to coordinate the efforts of its three delivery channels in the majority of country programs. This lack of systematic internal coordination does not facilitate external consistency. Although coordination and dialogue have improved between GPB and PWCB, they are far from optimal. For instance, PWCB accounts for approximately 25% of the PCP's current activities and deals mostly with NGOs/CSOs. However, information collected during the evaluation process revealed that the Program does not have a full-time CSO advisor and lacks the appropriate expertise to deal with complex CSO-related issues in the field. Currently, most monitoring and analysis of CSO-related issues are carried out by the NGOs/CSOs themselves, which may affect the credibility of the information made available to CIDA.

The whole-of-government approach works well – This success is a good indication that internal consistency rests on a pan-governmental scheme that recognises - as is the case in Peru - that development and commercial interests face similar challenges (i.e. conflicts associated with natural resources), and therefore gain tremendously by working in concert. The whole-of-government government approach evolved at the same pace as the PCP.

The Peru-Canada Free Trade Agreement provided strong incentives to other Canadian stakeholders to collaborate on a wider range of issues. In particular, the large contingent of Canadian mining companies and Canadian NGOs operating in Peru provided the Program with opportunities to play a more consensual role. The Program also works closely with Export Development Canada on issues related to social corporate responsibility and is a member of the Andean Regional Initiative, a regional body of social stakeholders involved in CSR and conflict prevention. The Aboriginal Affairs and Northern Development also sent experts to participate in exchanges and share good practices with aboriginal communities. With a stronger team in the field, and the decentralization of the Program, the team is exercising more leadership at the Canadian Embassy. The Political Section and the Aid Section at the Canadian Embassy have been collaborating closely, in a spirit of cross-fertilization, information sharing, transparency, and keenness to maintain coherence.

Recent efforts to enhance coordination – CIDA has recently doubled its efforts to help enhance the aid effectiveness and donor coordination environment in Peru. For instance, it has organized joint-donor monitoring missions, consolidated donor-coordination tables, and helped coordinate discussions with the Government regarding PBAs in sectors like education. The PCP promoted and led various initiatives regarding aid effectiveness,³⁵ and has been quite active at

³⁵ These include: the organization of a joint-donor monitoring mission of the DDP with Belgium and Spanish aid agencies; the coordination of donor efforts targeting conflict prevention; participation in other donor coordination tables, such as education; and the organization of a joint training session on anti-corruption in education with other donors, the GoP and local community participants. Source: *2009-2010 Annual Report*.

bringing key actors to the same table. Such initiatives do not rest on a systematic approach, however, even though donor coordination tends to be addressed differently in middle-income and low-income country environments.

Complementarity of responsive funds – With the financing of low-cost, low-risk, short-term responsive and flexible projects, support provided through the PCP’s various funds served as a useful complement to long-term bilateral projects because it helped address issues in governance (re: the ARGEF) and develop clusters for learning, innovation, experiments and pilot projects that can inform policies, be replicated elsewhere or be up-scaled into larger projects. Such initiatives facilitated the creation of linkages and synergies between CSOs, institutions and government ministries, provided very low-cost access to expertise and networks of organizations, and (in some cases) tested potential partners for longer-term projects. The knowledge generated with the PCP responsive funds has fed into the overall PCP.

4.6 Efficiency

The Program was rated as satisfactory with scores ranging from 3.7 to 4.2. The average score was 3.9. Projects in emergency assistance and private sector development sectors turned out to be above the rating average (4 of the 6 projects in humanitarian assistance were rated between 4.5 and 5.00) inflating the overall scores to some extent.

Efficiency was measured in relation to evidence obtained on transaction costs (human and financial resources), approval and decision-making, availability of information, etc. The full decentralization of the Program since 2011 and the reengineering of the Program Support Unit provided the Agency with the capacity, critical knowledge, and analytical skills not only to efficiently deliver projects in the field but also to tackle non-project development results and other key program and management issues: policy dialogue, tripartite coordination, etc. However, much more remains to be done with regard to the slow approval process and to improve the reliability of data collection and evaluation reporting, which is a recurrent challenge in previous country program evaluations. These weaknesses are mostly corporate in nature. Despite these perceived weaknesses, the Program presented some strong elements related to its efficiency.

Ratios between operating costs and development contributions – Overall, the Program proved to be cost-effective. Final expenditures corresponded somewhat to planned expenditures, and projects were generally well managed, both financially and administratively. A preliminary benchmarking exercise was carried out recently by the Geographic Program, with a view to comparing the PCP and similar CIDA programs in middle-income countries such as Ukraine, Indonesia, Colombia and Bolivia. It appears that Peru compared well with other countries of the same category in terms of cost-efficiency.³⁶ Such an outcome must be interpreted with caution, however, as Peru is not aid-dependent and only attracts a small

³⁶ This information was supplied by the Americas Program, but the evaluation team did not have access to the actual benchmarking document.

international community of bilateral donors. In addition, CIDA's aid program in this country is essentially focused on technical assistance, which involves a different set of resources from programs that rely more heavily on PBAs, for example.

Rigorous management of resources – As a general statement, resources available for the delivery of the PCP were managed and deployed with all the necessary rigour and efficiency to deliver effective results. In the midst of the transition period the Program has gone through and the ongoing transformation that followed, the PCP has successfully taken up the challenge. This success rests on various factors, including the dedication of an energetic, well-led team and the quality of the resources involved in managing and advising the program. As well, reengineering of the *Unidad de Servicio de Apoyo a la Cooperación Canadiense (USACC)* CIDA's Program Support Unit (PSU) and its input in program and management issues has been a powerful value-added. The PCP has changed significantly in recent years, especially in terms of budget increases, but also in matters surrounding decentralisation, new management mechanisms, and the adherence to aid effectiveness principles and practices. To ensure that all team members - including the locally hired staff - are prepared to absorb the workload and to continue with an effective transition, training will need to be a priority.

Program decentralization and decision-making – The decentralisation of the PCP management to Lima started in 2009 and was completed in April 2011. Deployment of the fully decentralized team was completed in September 2011. With its resultant increase in responsibilities, the decentralization process has proven to be a definite challenge for the team, especially since the latter has had to deal simultaneously with increased budgets and planning of projects. Fortunately, local capacity (i.e. locally hired staff) has greatly assisted in addressing the challenge. The PCP team has considerable analytical strength as it boasts a strong combination of talented young Canadians and senior Peruvian analysts (i.e. in education, governance, private sector, and gender) who possess extensive relevant experience, have access to numerous networks, and are very credible to the Government authorities and other donors. Although decentralization at CIDA has improved project-management and policy dialogue, the PCP will face a challenge trying to coordinate project approvals - especially contracts - with CIDA Headquarters. Decentralization has not come with proper decision-making delegation and approvals. Several like-minded donors confirmed that, despite its decentralized status on paper, CIDA appears to still be in a centralised mode, to the point that joint collaboration is tedious because of significant delays.

Clear roles and responsibilities – The roles and responsibilities of CIDA Headquarters and the field are now quite clear. With only one resource at Headquarters to ensure continuous liaison, and with the program being entirely managed from the field by a young, strong and dedicated team, things are running smoothly and coherently, and coordination is very well tuned. The field team has full support and respect from senior managers at Headquarters. Having an adequately spelled out and focused program definitely makes it easier to keep the PCP attuned. Moreover, the delimitations of roles and responsibilities between CIDA and the USACC, which acts as the Canadian cooperation services support unit, have been rationalised.

The USACC can now work and manoeuvre in a fluid manner, and it has been assigned a clear mandate that keeps it from being called upon for all sorts of reasons that often are beyond its scope.

Corporate issues – The most significant challenges associated with Program management and efficiency (as indicated before) are corporate in nature and recurred in several country program evaluations. They include such issues as: decision making and the slow approval process, delegation of authorities in the context of a decentralized program, and coding inconsistencies and the reliability of basic data. However, CIDA's Aid Effectiveness Agenda and the Business Modernization Initiative have begun to address some of these issues.

4.7 Management Principles

The Program's performance, reviewed here in connection with the principles of the Paris Declaration, was at the high end of the satisfactory range with a combined score of 4.0. The score ranged from 3.8 to 4.1.

Ownership principle – The PCP has fully sanctioned the principle of ownership, in the sense that it has supported and helped develop the capacity of key government ministries to enhance the preparation of strategies and policies in key program-areas. CIDA wholeheartedly endorsed Peru's the priorities. The PCP's achievements with the *MEM*, the *MED* and, more strikingly, the *DDP*, illustrate how CIDA's approach resulted in focused technical assistance and in the transfer of best practices and models adapted to Peru's situation and absorptive capacity.

A high degree of national ownership has been seen in the governance program. Projects responded to local demands and supported the capacity of partners to fully manage them. Major initiatives like Support to the *DDP* and Strengthening *CIES* have fully functioning management and governance structures, as well as increasingly diversified national sources of funding. Regarding private sector development and the extractive sector, ownership of both the PHAP and the PERCAN have been a high priority of the *MEM*, despite the occasional need for Canadian executing agencies to supply robust project management to yield results and deal with staff turnover at the ministry. In the humanitarian assistance sector, stakeholders embraced the principle of ownership through their consolidated participation in decision-making platforms. Humanitarian assistance has been instrumental in supporting local capacities for disaster management and resumption of economic activities. The principle of ownership has also been embraced by stakeholders in the water and sanitation subsector through their consolidated participation in decision-making platforms.

Alignment principle – Overall, bilateral initiatives aligned with national plans and strategies (e.g. National Agreement) and have made appropriate use of national systems, including Peruvian financial and accounting systems, to the extent possible. Governance initiatives aligned with Peru's national priorities, including the National Agreement and the PNSP. In terms of alignment with national systems, the most telling example is the *DPP*, a PBA (basket fund) governed by a comprehensive procedures-manual accepted by all partners and updated in June

2008. Financial administration and reporting for this project were consistent with Government procedures (i.e. integrated financial administration system). In the private sector development and extractive sector program, CIDA aligned with *MEM* priorities throughout its major projects. However, donor coordination was not optimal, as APCI and other donors made no significant effort to ensure systematic information sharing. Humanitarian-assistance initiatives align with some of the Government's policies for improving basic infrastructure and enhancing income-generating opportunities. The sector has strengthened knowledge on disaster prevention and preparedness.

Harmonization principle – Even though relations between CIDA personnel and their colleagues from the international community have been polite, respectful and positive, harmonization remains a work-in-progress. Aside from the *DDP*, there have been no formal common arrangements or mechanisms to favour joint planning or funding, monitoring or evaluation. Interesting *ad hoc* initiatives have been observed in some specific situations, though, and the evaluation team regards these as promising stepping-stones for approaching harmonization in a more organized fashion, leading to robust joint efforts. In the specific area of governance, two interesting instances of harmonization have been seen. Most notable is the *DPP*, where donors contribute to a joint basket-fund run by common procedures-management, as described above. In the water and sanitation subsector over the last twenty years, CIDA has gained extensive experience and accumulated far-reaching knowledge of local context and policies. CIDA is recognized as an active leader among donors and the sanitation sector. Through its partners, the Agency actively participated on various institutional and donor committees.

Policy dialogue – Policy dialogue is essential in a middle-income country with a relatively new recent democratic tradition like Peru. Peruvian legislation governing participation in government policy processes is among the strongest in the region. Peru's political system combines mechanisms for representative democracy, direct democracy and participatory democracy (concerted development plans and participatory budgeting at sub-national levels). Despite this proliferation, citizens' participation in defining priorities and strategies for ODA in national development is almost nil. Development strategies are often discussed, but only superficially, with civil society organizations; their views are not always taken into consideration. Under the rule of President García, policy dialogue was not optimal, primarily because of the "closed door" approach adopted by some key ministries. As previously indicated, the newly-elected president, Ollanta Humala, has introduced a series of initiatives aimed at improving policy dialogue and reinforcing democratic participation. Senior management's decision at CIDA to ensure the presence of a director-level (EX) person in the field reflects the importance given to having experienced and credible CIDA representatives in the field in order to facilitate effective policy dialogue. President Humala's interest in policy dialogue should make it easier for CIDA field staff to enhance collaboration with Peruvian counterparts at all levels, in particular with APCI.

Globally, CIDA has participated in and led various thematic and sectoral discussions, policy dialogue and working groups on development related issues. In several instances, development

stakeholders, donors, and CSOs pointed to CIDA as a leader or catalyst in this regard. The PCP incorporated consultation processes, capacity-building resources and actions in the vast majority of its initiatives. A significant portion of the program aimed at reinforcing CSOs and increasing the Government's capacity to manage its development effectively and efficiently. Internally, CIDA organized its resources and staffed a complement of specialists to better contribute to relevant policy formulation, delivery and accountability processes.

One notable weakness in the Program is the absence of appropriate expertise in the field to deal with policy dialogue, including complex CSOs issues. PWCB accounts for approximately 25% of the PCP's current activities and deals mostly with CSOs, but there is no full-time CSO advisor to analyze the internal and external factors that makes policy dialogue successful in the Program's various operational contexts nor to provide operational lessons for field and HQ staff. A theory of change for how CIDA could influence through policy dialogue can only be developed on rigorous research and good practice. As previously indicated, currently, most monitoring and analysis of CSO-related issues are carried out by the NGOs/CSOs themselves, which may affect the credibility of the information made available to CIDA. It is therefore the Program's responsibility to reinforce its internal capacity and expertise in this area.

The next step is to develop an effective, coherent and inclusive policy dialogue strategy/plan involving the three delivery channels and to implement it with and among sectors in regard to Canadian foreign policy, the Organization for Economic Co-operation and Development, aid effectiveness, and priorities of CIDA's cooperation program. As a result, a better, tighter and more articulated message should emanate from Canada.

Aid effectiveness – CIDA targeted its efforts on sectors such as education where—along with a small group of donors present in this sector (USAID, Spain)—it explored ways to better coordinate or harmonize support to Peru's National Education Plan. The governance program also fulfills one of the principles of the *Paris Declaration on Aid Effectiveness*, as it hosts Peru's first PBA (i.e. the *DDP* basket fund) which supports an institution that is central to the promotion of improved human rights accountability mechanisms in Peru. The signatories to the *Paris Declaration* committed themselves “to taking concrete and effective action to address the remaining challenges, including insufficient delegation of authority to donors' field staff.”³⁷ CIDA restated that commitment in its *Aid Effectiveness Agenda (2009-2012)*,³⁸ the implementation of which is still in progress. CIDA has formally recognized that it urgently needed to increase financial decision delegations and other powers in order to build up aid effectiveness and administrative efficiency.

³⁷ *Paris Declaration on Aid Effectiveness*. 2005; *Accra Agenda for Action*. 2008. p. 1.

³⁸ CIDA. 2009. *CIDA's Aid Effectiveness Agenda (2009-2012)*.

4.8 Performance Management

The Program was rated satisfactory in the area of Performance Management with a combined score of 3.7 and sectoral scores at the project level ranging from 3.4 to 4.1. The Program had maintained efficient management practices before the Performance Measurement Framework, became an Agency requirement in 2009 and which only strengthened rather than revolutionized the Program's operations.

Performance management of the PCP and its components – CIDA is regarded by donor and government partners as one of the main advocates for building results-based approaches into its projects. It has broadly supported capacity-building initiatives and technical assistance for donors, government and civil society on results-based management (RBM), and monitoring and evaluation, earning the partners' appreciation. RBM is generally more systematically applied at the project level rather than at the program level, especially for the bilateral projects. Most Logic Models were designed following the RBM principles, albeit with outcome statements that were at times ambitious and not accompanied by realistic indicators.

The Strategic Results Framework is the product of a time when CIDA was experimenting with different models. The format proposed at that time does not allow for a clear overview of planned results with pragmatic indicators. In addition, baseline data was not established then, which did not facilitate monitoring and evaluation of results at the program level. At the impact level, as is often the case, results can hardly be assessed. Yet one has to be encouraged by the clear continuity identified in the current CDPF in the key sectors of priority of the PCP as well as with the current application of a Performance Measurement Framework. To what extent can one be in a position to assess CIDA's contribution "to reduce poverty in a sustainable manner by building the human capabilities and improving access to basic social services by the poorest and most vulnerable Peruvians, as well as by improving productivity, employment, and remuneration through sustainable and redistributive growth?"

Ongoing monitoring and evaluation tools – The PCP is generally performing quite well in terms of project and program results. The tools and instruments currently available are not sufficient or appropriate for measuring results and ensuring proper reporting, though. The annual report attempts to address results as they appear in the 2009 performance management framework (PMF), but this type of framework is somewhat awkward. The PMF was not an Agency requirement when the PCP was launched in 2005. Individual project monitoring is deemed adequate, but ongoing monitoring of the Program as a whole raises another challenge. The good news, beside the continuity between the two Programming frameworks, is that the program team is hard at work reviewing its sectoral strategies, revising the PMF, and reflecting on ways to improve ongoing monitoring and evaluation.

Project and program evaluation – This is a critical area where more improvement is needed. As previously indicated, only eight of the 27 projects in the sample have been subject to independent evaluations. Several projects - especially the large bilateral initiatives - have produced mid-term or final reports, or will be evaluated at some point. This will obviously be

pursued for accountability purposes. However, the PCP would benefit from creative ways to approach evaluation, such as thematic or transversal evaluation, joint evaluations with donor-partners and evaluation of CSO initiatives associated with PWCB interventions and portions of bilateral projects that address civil society issues as well as multilateral initiatives.

Information management and knowledge management – Information sources and documentation are generally decentralized for country programs at CIDA. Data collection at headquarters proved to be a significant challenge during the PCP evaluation being complicated by coding inconsistencies and incompatible or different financial information, document records and management systems. The Program had generated relevant information but its management did not do justice to the Program’s achievements. Lessons learned are not systematically compiled and shared, and as a result, are lost.

Risk management – In Peru, the nature of the risks has evolved with the other the significant changes of the past 10 years. The PCP’s risk management scheme needs to be reviewed and adjusted to the new realities of the country and to the decentralization of Canadian aid. Risk assessment is carried out at the project-planning stage but is weakly applied at the program level. The annual reports do not systematically nor explicitly address actual or potential risks that have affected, or could potentially affect, the course of the program and achievement of results. However, the PCP is conscious of the current challenges and their potential impact on CIDA projects and programs as a whole. A more systematic effort would be welcomed and would facilitate risk-monitoring and management.

Internal risks at CIDA are often overlooked: delays in approving projects and changes in orientations, strategies and policies are recurrent at the Agency as a whole. They should be identified in the CDPF risk analysis and managed as such.

5.0 Performance in Aid Delivery Channels and Mechanisms

The performance of aid delivery is examined from two distinctive angles, namely delivery channel used (i.e. bilateral, partnership or multilateral) and the modality chosen (i.e. bilateral directive programming, bilateral responsive programming, PBAs (here, pooled funding), multilateral responsive programming, and partnership responsive programming).

5.1 Aid Delivery Channels

Differences in average ratings between CIDA’s three channels of cooperation are small and do not point to striking disparities. In the data reported in Table 7, show a minor deviation of average scores from the mean (be it by criteria or by channel) and suggest that, overall, the Peru Program is a well-engineered, well-managed, coherent program.

Table 7. Comparative Assessment of Canadian ODA Delivery Mechanisms

Evaluation Criteria	GPB Average Evaluation Scores (n=13)	PWCB Average Evaluation Scores (n=9)	MGPB Average Evaluation Scores (n=5)	All Mechanisms Combined (n=27)
Relevance	4.7	4.2	4.4	4.5
Effectiveness	4.2	3.8	4.0	4.1
Sustainability	3.9	3.7	3.9	3.8
Cross-cutting issues	3.7	4.0	4.4	3.9
Coherence	4.1	3.8	4.1	4.2
Efficiency	3.9	3.9	4.0	3.9
Management principles	4.1	3.9	3.8	4.0
Performance management	3.8	3.6	3.7	3.7

Rating Scale: Very Unsatisfactory (0 to 1); Unsatisfactory (1.1 to 2); Moderately Satisfactory (2.1 to 3); Satisfactory (3.1 to 4); Highly satisfactory (4.1 to 5); Not demonstrated (ND).

Not surprisingly, relevance has the highest average scores. Over the years, the Program remained focused, avoiding dispersion in multiple sectors, and the vast majority of its projects have been designed to match the partners' priorities. Average ratings for effectiveness are also above the global mean, and again this does not come as a surprise. If a project is well designed, and if risks and conditions for success are reasonably well examined, established and managed, achievement of expected results is likely. The fact that several projects were the result of long-lasting relationships between institutions in Peru and CIDA and its partners, (whether NGOs or private sector Canadian executing agencies) may also account for the Program's good standing on effectiveness.

Complementarity between the Geographic Programming Branch and PWCB

programming – Overall, the difference between average ratings measured for bilateral and PWCB programming is small. A somewhat surprising gap is seen for program relevance (i.e. 4.7 for GPB versus and 4.2 for PWCB), but this gap closes significantly when one anomalously low-scoring partnership project is factored out. Aside from relevance, GPB slightly “outperforms” PWCB on all criteria except cross-cutting issues and efficiency.

Eight of the thirteen bilateral projects featured in the sample have an NGO as executing agency or significantly involve Peruvian or Canadian CSOs. Local funds such as the ARGEF or the PPSRF call for a variety of partners, many of which are CSOs. In this context, the distinction between “pure” bilateral projects and partnership-type projects tends to become blurry.

By means of its bilateral interventions, CIDA has been able to assert Canada's foreign policy objectives in Peru and its obligations with respect to the Paris Declaration principles and commitments. The PCP has had been successful on several fronts: the Agency is a known leader on gender equality, it has used Canada's private sector presence in the extractive sector

to raise critical cross-cutting social and environmental issues. The Agency also took advantage of the significant flexibility supplied by projects like the thematic funds, and CIDA has rapidly taken a firm stance on certain key issues such as governance while also responding to urgent priorities identified by the Government and other partners in the international development community. On the other end, PWCB has been particularly active in governance and in private sector development and the extractive sector, where it demonstrated its capacity to intervene in areas where bilateral was less present. Partnership is increasingly seeking areas where various reasons conspire to make it difficult for bilateral to act. Both channels have implicitly agreed that unbridled urbanisation and suburb development in Lima is a pressing problem that NGOs and CSOs are better equipped—and more eager—to address than bilateral.

For its part, PWCB has been particularly active in governance and private sector development and the extractive sector, where it demonstrated its capacity to intervene in areas where GPB was less present. PWCB is increasingly seeking areas where, for various reasons, GPB is less active. Both channels have implicitly agreed that unbridled urbanisation and suburb development in Lima is a pressing problem that NGOs and CSOs are better equipped - and more eager - to address than Bilateral.

PWCB is fairly removed from Canada's strategies and policies, and has the reputation of being able to react swiftly and successfully manage multiple low-cost initiatives of which Bilateral may not necessarily be aware. Both channels have projects in Peru that are reasonably coherent. However, as often occurs in CIDA's other country programs, some interventions experience a lack of synergy between the two channels. Sources interviewed by the evaluation team point out the limited monitoring that takes place for partnership activities mainly because there is no "liaison mechanism" with Bilateral. In a decentralized program such as Peru, where 25% of budgets were managed by PWCB during the period 2005-2010, and where approximately 34% of budgets were invested in CSO support projects in 2009-2010, the absence of such a mechanism needs to be further examined and addressed.

5.2 Aid Delivery Mechanisms

As indicated above, differences in ratings between delivery mechanisms are not significant enough to generate firm conclusions.

As shown in Table 7, the PCP's single pool-funded initiative (i.e. Support to the *DDP*) performs slightly better than other projects. This is primarily due to its very high relevance to both partners and to CIDA's long-lasting support of the *DDP*, a successful and highly-visible institution that also accounts for the 4.5 score measured on the sustainability dimension.

Overall, the PCP's responsive-type initiatives score slightly higher than other interventions, possibly reflecting the fact that they are more targeted. Being smaller in size, responsive projects tend to do well compared to directive projects with respect to effectiveness and coherence.

In overall relevance and effectiveness, PCP activities are deemed highly satisfactory. This echoes the evaluation team’s qualitative observations that point to the Program’s overall quality, clear focus, sound alignment with Peruvian needs, and complementarity with other donors’ actions in this country.

Compared to the Program’s scores in the other categories, sustainability ratings were weaker but do outperform other CPs in that area (e.g. Senegal and Ethiopia). It will be interesting to compare these results with those measured for other middle-income countries in the area, particularly Colombia and the Caribbean region, for which program evaluations are currently underway.

Sound balance between responsive and directive projects – Aside from the DDP project, there are no PBAs in Peru, and other PCP initiatives are essentially traditional aid-projects. Logically, for Canada, this is the most appropriate way to manage aid assistance in an emerging economy country like Peru. In the interviews, the evaluation team heard several participants from different horizons advocate for adapted Canadian “models” and practices. The solution that seems to work best with Peruvian counterparts is that of technical assistance projects based on strong Canadian expertise in carefully-targeted sectors (e.g. economic growth, children and youth) and areas (e.g. decentralisation, conflict resolution) following specific program orientations. The profile of the current - and future - Country Program strikes a comfortable balance between responsive and directive projects, and is well adjusted and structured to provide targeted assistance in each key sector or area.

Table 8. Comparative Assessment of Canadian ODA Delivery Modalities

Evaluation Criteria	Multilateral (M-1; n=3)	Partnership (P-1; n=9)	Pooled funding (B-5; n=1)	Directive projects (B-1; n=3)	Responsive projects (B-2; n=8)	All modalities combined (n=27)
Relevance	4.4	4.2	5.0	4.7	4.6	4.5
Effectiveness	4.0	3.9	4.0	4.0	4.3	4.1
Sustainability	3.9	3.7	4.5	3.6	3.9	3.8
Cross-cutting Issues	4.4	4.0	3.5	3.8	3.6	3.9
Coherence	4.1	3.8	4.1	3.9	4.2	4.2
Efficiency	4.0	4.0	4.0	3.7	4.0	3.9
Management principles	3.8	3.9	4.5	3.9	4.2	4.0
Performance management	3.7	3.6	4.0	3.9	3.8	3.7

Rating Scale: Very Unsatisfactory (0 to 1); Unsatisfactory (1.1 to 2); Moderately Satisfactory (2.1 to 3); Satisfactory (3.1 to 4); Highly satisfactory (4.1 to 5); Not demonstrated (ND).

6.0 Conclusions, Lessons and Recommendations

6.1 Main Conclusions

The primary responsibility for addressing poverty and inequality in Peru rests with the national Government. Aware of its responsibility for ensuring the well-being of its population and for supporting the country's development, the Government had in this context articulated in 2002 its commitment to these issues in the National Agreement and the National Plan for Poverty Reduction, along with a range of state policies that revolve around four primary objectives: democracy and rule of law; equity and social justice; country competitiveness; and efficient, transparent and decentralised state.

Analysis of Peru's context shows that the country has made undeniable progress as regards to development and economic growth. However, that progress has been limited and uneven in certain areas such as effective democratic institutional framework, greater social equalities and redistribution as a condition to reduce structural poverty.

The Peru Program has made a significant contribution to addressing the challenges mentioned above within the scope the resources disbursed in the country over the 2005-2010 period and forward. Peru's status as a middle-income country has itself shaped the scope of CIDA's interventions; the Agency has found its niche and defined its value-added.

The Agency has adapted well to the changing environment in Peru. Prior to 2005, it intervened in a variety of sectors (health, water and sanitation). Evolving priorities and policies within CIDA as well as changes within Peru have required that Canadian aid be refocused to a limited number of sectors, to bring sustainable changes into line with the Paris Declaration principles. The 2005-2010 Program focuses on basic education, governance, and private sector development and the extractive sector. This adjustment was carried out in such a way that the Program did not simply abandon sectors, such as water and sanitation, where it was active for more than 15 years. Instead, niches have been developed in priority areas, while ensuring that other donors were present in sectors from which the Program was stepping back. By focussing on "children and youth" and "economic growth", the 2010-2015 CDPF demonstrated a high level of consistency and continuity in the Agency's *modus operandi* in Peru. However, and despite aggregate economic growth over the past years, Peru remains a country of great inequality. Some 2.2 million individuals (8 percent of a population of 29.5 million) live on less than US\$1.25/day. Women, children, and indigenous people living in rural areas and the highlands are the most vulnerable.

As a middle-income country, the Peruvian government does not rely heavily on ODA (1% of its GDP) and Canada is not one of the major players in terms of ODA to Peru, thus CIDA has limited funds to disburse in Peru. Nonetheless, CIDA has done its best to address deeply rooted social inequalities.

The evaluation exercise showed that CIDA and the Peru Country Program effectively and efficiently responded to Peru's context. The evaluation demonstrated that there was strong correlation between the PCP's expected results and priorities identified in Peru's National Plan for Poverty Reduction and the National Agreement:

- Initiatives in the education sector matched the second objective identified in the National Agreement "equity and social justice" by proposing an innovative and flexible approach in rural education to improve education standards, with special attention to reducing inequality by targeting rural areas and disadvantaged populations.
- The governance component revolved around two of the four priorities found in the National Agreement, "democracy and the rule of law" and "consolidation of an efficient, transparent and decentralised state." Thus, the Program through its interventions was able to support and institutionalise dialogue and ensure citizen participation through initiatives dealing with effective decentralisation, the fight against corruption, efficient management, citizen participation, and establishment of an effective regulatory environment.
- CIDA's private sector development and extractive sector programming clearly supported the National Agreement's fourth priority "country's competitiveness," via interventions that sustain economic growth by supporting the extractive sector as a potential source of contributions to poverty and inequality reduction.
- As for the HA and water and sanitation sector, CIDA's initiatives were congruent with the second objective of the National Agreement, "equity and social justice," as they facilitate access to improved water and sewer infrastructures, thus ensuring one of the basic conditions for healthy development in a safe, quality environment. As well, through its international HA interventions, CIDA has sought to alleviate problems caused by the 2007 earthquake, by providing appropriate and effective responses to affected populations in Peru.

The evaluation exercise also demonstrated that the Program ensures that resources allocated to Peru are targeted to the appropriate place. With the decentralization in 2009, the team has been successful in gradually maintaining a good balance between adjusting to a multidimensional transition period and effective/efficient program delivery in the field. CIDA's combined sectoral interventions facilitated the creation of an enabling environment conducive to equitable and sustainable poverty reduction as well as to pursuing the drive toward strengthening democratic institutions and regional and local decentralization processes.

The decentralization process has seemed to make the Peru Program more effective. The evaluation showed that, despite certain challenges, the Program was generally well managed and the various projects have yielded highly satisfactory results and achievements. Judged against the eight performance criteria, at the Program level, the evaluation indicates highly satisfactory ratings for relevance and effectiveness across all sectors. The other criteria: sustainability, cross-cutting issues, coherence, efficiency, management principles and

performance management were all rated as satisfactory. In terms of performance at the thematic level, the following elements can be highlighted:

- The Program made significant progress in improving the quality, access and equity of education, particularly in rural areas. Substantial results have also been achieved in facilitating effective decentralization of education in the regions and improving management and technical capacities for education services. The Agency also played a critical role in promoting consultation mechanisms, sharing experiences and lessons between local and national stakeholders and donors. However, there are still some constraints inherent to Peru's internal realities preventing the achievement of more significant results in the education sector: the education system remains generally centralized, thus hampering implementation of an effective decentralization process; public education institutions remain weak and lack sufficient capacities to take over divided regional structures; cultural and ethnic bias against indigenous populations keep these groups marginalized, vulnerable and excluded from basic education services.
- Governance has remained a mainstay of CIDA's activities in Peru; from a programming priority area to a cross-cutting issue, activities in that sector helped to increase respect for democratic principles and the rule of law. By transcending all thematic areas in the Program, it was possible to incorporate a creative and appropriate combination of long-term capacity building and short term and more rapid response to opportunities. The Program interventions in governance helped improve accountability and transparency in the Government of Peru, facilitated more decentralized delivery of public services and programs as well as increased public participation in policy development and program delivery. For example, the DPP has achieved one of the highest levels of coherence and coordination among the stakeholders in the projects in the sample. The governance program has also made significant contributions to the basic human need of living free from violence, as described above in the work of Inter Pares, and CUSO-VSO/IDL. However, there are major areas for improvements; with regard to gender, the topic of sexual violence is still highly taboo in Peru and gender equality particularly in private sector development, is still in its infancy. Efforts to move forward in this area continue to be a slow process and will require a societal change in attitude and behaviour.
- The Program has played a significant role in private sector development in Peru, particularly in the extractive sector. The coherence of the various and successive initiatives, especially in regional pilot initiatives, led to the improvement of environmental regulation and management within the Ministry of Energy and Mines. With CIDA's support, the Government was able to better regulate and monitor the hydrocarbons sector. PERCAN and PHAP were instrumental in establishing regulations, guidelines and procedures based on internationally recognized industry standards. Nevertheless, significant measures remain to be implemented by the Government, including decentralization of responsibilities to regional governments, taxation policies, royalties and empowering of regions to effectively manage sustainably in that sector. There has been some improvement in the relations between the Government, NGOs and local communities, and the industry;

however, recurring tensions and conflicts still arise. Thus, rendering it essential to focus on social dialogue and conflict prevention.

- The evaluation provided some examples of the Program's success with respect to integrating the environment in CIDA programming, particularly in the economic growth sector. However, there are still areas for improvement in the mainstreaming of environmental issues in the program and project portfolios reviewed. More could be done to enhance environmental considerations in the PCP through the implementation of recommendations made by the strategic environmental assessment conducted in 2009. Preparing an environment implementation plan, as has been done for the gender equality theme, would assist in placing more focus on this dimension.
- The Program's interventions in humanitarian assistance and reconstruction/recovery, particularly in the water and sanitation sector, have remarkably improved environmental health conditions for the neediest populations. Through reconstruction projects, the Program was instrumental in supporting local capacities for disaster management in periods of crisis and afterward.

The whole-of-Agency approach adopted within the Program has generated interesting results. The Geographic Programs Branch and PWCB have informally developed some synergies with regard to their interventions in some sectors and regions. However, more remains to be done in this area. In terms of harmonization and coordination, although its approach is not systematic, the Program has demonstrated leadership and initiative that is widely recognized and appreciated by stakeholders.

6.2 Main Lessons

Developmental Lessons

- **Lesson 1:** Long-term programming and institutional support constitute a success factor towards building viable and sustainable institutions. CIDA's PCP has proven that persistent sustained involvement with key institutions, notably in governance and citizens' rights, can contribute to creating significant changes.
- **Lesson 2:** Directive and responsive programming synergy can constitute a replicable model if it involves interventions that provide technical assistance and training to support national, regional or local capacity development ,and generate experience and knowledge that feed development of regional and national policies, based on empirical evidence and demonstrated results.

Operational Lessons

- **Lesson 3:** Small, responsive, flexible short-term projects are useful complements to long-term projects because they allow innovation, experimentation and pilot projects, as well as targeted and timely interventions. They also provide low-cost, low-risk opportunities for developing learning and innovation clusters, and producing synergy and results that are greater than the sum of the parts. Such responsive funds provides CIDA access to expertise and networks.

- **Lesson 4:** Strong participation of Peruvian and Canadian CSOs helps ensure effective government accountability, provides a wide range of experience and expertise, and ensures continuity when there is a change in government. In addition, CSOs have unique contacts with constituencies that CIDA or the Government may not have access to.
- **Lesson 5:** Cross-cutting issues are not always well mainstreamed within a program. Very often, nobody has the specific responsibility of ensuring a sound integration of these concerns within the program. In addition, there are few indicators enabling a systematic monitoring of gender and environmental mainstreaming and proper reporting. However, further consideration of a clear implementation plan and key measures to systematise mainstreaming in a pragmatic and concrete manner are strongly encouraged.

6.3 Recommendations

The evaluation takes note of recent and current efforts by the Agency through its Aid Effectiveness Agenda, its response to the 2009 report of the Auditor General of Canada, and its Business Modernization Initiative to address some corporate issues such as decentralization and delegation of authorities to the field, and acceleration of the planning and approval process for CIDA interventions. Ongoing improvements in these areas and fruition of the Agency's expressed interest in developing more synergies with other donor-partners in areas such as joint diagnoses and assessments would enable the Program to respond more effectively and position itself strategically with respect to emerging initiatives in the context of policy dialogue and donor coordination.

- **Recommendation 1 – Relevance/Effectiveness:** The Program is encouraged to pursue interventions that strengthen regional and local governments in the sectors on which CIDA has decided to focus.
- **Recommendation 2 – Sustainability:** The Program is encouraged to develop well thought-out and agreed upon strategies with other donors and Peruvian stakeholders to sustain the results and benefits of its projects, including policy dialogue with donor partners and the Government to strengthen decentralization and local governance.
- **Recommendation 3 – Theme – Gender Equality:** The Program is encouraged to reinforce efforts targeted at better integrating gender in the education sector and at greater participation of strong gender equality partners in other key clusters, such as social conflict, by targeting specific indigenous and aboriginal organizations.
- **Recommendation 4 – Theme – Environment:** Building on the strategic environmental assessment performed in 2009, the Program is encouraged to develop relevant mechanisms that will ensure effective integration of environmental considerations in its programming and policy dialogue.
- **Recommendation 5 –Coherence:** Considering the importance of PWCB investments, in partnering with CSOs as catalysts of change, and Multilateral and Global Programs interventions in Peru, the Program should consider ways to develop synergies within and

among sectors where the three delivery channels are involved in order to ensure fuller and more systematic optimisation of potential opportunities between them.

- **Recommendation 6 – Management principles:** Given the key role the Peruvian agency for international cooperation (APCI) could play in the international cooperation arena, the Program is encouraged, in collaboration with other donors, to identify ways to strengthen APCI so that it can more effectively and efficiently exercise its role as an international cooperation coordinator.
- **Recommendation 7 – Performance management:** The Program should update and enhance its results-oriented performance management tools and methods, including identifying more specific and realistic results accompanied by measurable indicators, and setting up a strategy of lessons learned and knowledge sharing - including a compendium of relevant lessons learned from other donors' experiences in Peru and in the region.

6.4 Management Response

Recommendations	Commitments/measures	Responsible	Completion date	Status
<i>Relevance/Effectiveness:</i> The Program is encouraged to pursue interventions that strengthen regional and local governments in the sectors in which CIDA has decided to focus on.	Agree with the recommendation. Both the 2009 Country Strategy and 2010 Country Development Programming Framework integrate strengthening of regional and local governments as key components, considering the significant challenges faced by the decentralization process of the Government of Peru. The Peru program portfolio currently includes projects that specifically address these issues (including for example, the management of natural resource royalties, as well as conflict prevention and basic education)	CIDA Peru Program Director	Completed	
<i>Sustainability:</i> The Program is encouraged to develop well thought-out and agreed upon strategies with other donors and Peruvian stakeholders to sustain the results and benefits of its projects, particularly in initiatives linked to decentralization and local governance.	Agree with the recommendation. The Peru program will continue to integrate in its initiatives a combination of capacity development activities as well as systems to institutionalize the changes and mitigate the risks to long-term sustainability of results. In addition, the Peru program will continue to buttress its programming with an active policy dialogue with authorities and other donors, to ensure ownership and commitment. In particular, the program is developing a strategic dialogue plan that will inform these efforts.	CIDA Peru Program Director	Ongoing; and June 30, 2012, for the strategic dialogue plan	
<i>Crosscutting theme – Gender Equality:</i> The Program is encouraged to reinforce efforts targeted at better integrating gender in the education sector and greater participation of strong gender equality partners in other key clusters, such as social conflicts by targeting specifically indigenous and aboriginal organizations.	Agree with the recommendation. In strengthening its Country Program logic model and performance measurement framework (see Recommendation #7 below), the Peru program is emphasizing more systematic integration of gender equality. In recent projects, the program has identified, clear gender equality targets at the immediate and intermediate outcome levels, and will continue to include these where appropriate.	CIDA Peru Program Director	September 30, 2012 for the Program-level Logic Model and Performance Measurement Framework	
<i>Crosscutting theme – Environment:</i> Building on the strategic environmental	Agree with the recommendations. The Peru program will ensure that environmental considerations are fully integrated	CIDA Peru Program	June 30, 2012 for strategic	

Recommendations	Commitments/measures	Responsible	Completion date	Status
<p>assessment performed in 2009, the Program is encouraged to develop relevant mechanisms that will ensure effective integration of environmental considerations in its programming and policy dialogue.</p>	<p>in the program-level performance measurement framework as well as in specific projects, when relevant. The Peru program will monitor progress using existing reporting tools, including the program monitoring and reporting tool (PMRT) and the Annual Country Report. Environmental considerations will be fully integrated in the strategic dialogue plan to be completed before June 30, 2012.</p>	<p>Director</p>	<p>dialogue plan.</p>	
<p><i>Coherence:</i> Considering the importance of PWCB investments, in partnering with CSOs as catalysts of change, and Multilateral and Global Programs Branch interventions in Peru, the Program should consider ways to develop synergies within and among sectors where the three delivery channels are involved to ensure fuller and more systematic optimisation of potential opportunities between them.</p>	<p>Agree with the recommendation when relevant to the Peru context. The Peru program will actively develop synergies when and where relevant with PWCB and MGPB, taking into account the nature and modalities of both channels. As an example, the Peru program will put in place a coordination mechanism that will involve project partners on corporate social responsibility (CSR). This mechanism will allow partners to share lessons learned and best practices.</p> <p>The Peru program will actively liaise with MGPB on implementation and monitoring of multi-bi initiatives and, when relevant, will contribute to the corporate performance evaluation of multilateral institutions. Finally, in the event of a humanitarian crisis, the Peru program and IHA will work jointly to ensure a coherent and complementary response across programs, to the extent possible.</p> <p>Progress on these actions will be reported using the Annual Country Report.</p>	<p>CIDA Peru Program Director</p>	<p>Annually, via the Annual Country Report; and September 30, 2012 for the CSR coordination mechanism</p>	

Recommendations	Commitments/measures	Responsible	Completion date	Status
<p><i>Management principles:</i> Given the key role the Peruvian agency for international cooperation (APCI) could play in the international cooperation arena, the Program is encouraged, in collaboration with other donors, to identify ways to strengthen APCI so that it can exercise more effectively and efficiently its role as international cooperation coordinator.</p>	<p>Agree with the recommendation, as this is in part outside of the program's control. In 2011 APCI and CIDA signed a bilateral Memorandum of Understanding that allows both Agencies to monitor the development cooperation relationship. However, at the time of this report, APCI is undergoing leadership transition and reorganization, so MOU implementation is waiting for reorganization to be completed. While this is not formally part of the priority areas of the Country Strategy, CIDA will continue to work jointly with other donors to identify ways to strengthen APCI's processes,</p>	<p>CIDA Peru Program Director</p>	<p>Ongoing with exact milestones to be determined based on Peruvian process</p>	
<p><i>Performance management:</i> The Program should update and enhance its result oriented performance management tools and methods, including identifying more specific and realistic results accompanied by measurable indicators, and set up a strategy of lessons learned and knowledge sharing—including relevant lessons learned from other donors' experiences in Peru and in the region.</p>	<p>Agree with the recommendation. The program is currently refining and strengthening its logic model and performance management framework. Additionally, the program is preparing sector strategies for its two areas of focus (Sustainable Economic Growth, and Children and Youth) so they will be fully aligned with the program-level results and indicators.</p>	<p>CIDA Peru Program Director</p>	<p>September 30, 2012 for the Program-level Logic Model and Performance Measurement Framework and for Sector Strategies</p>	

Appendix A – Summary of the Terms of Reference

1. Context

The Federal Accountability Act (2006) requires that all programs be evaluated every five years. This will be the first such exercise for Peru which has been designated as a country of concentration. Over the years, the Peru Program has been scaled up and there has been substantial change in its orientations, including a new CDPF (2010-2015).

2. Objectives of the Evaluation

The current CPE will pursue the following objectives:

- To take stock of the results achieved by the program over the most recent programming period.
- To assess the Program's overall performance in achieving these results (based on criteria of relevance, effectiveness, sustainability, coherence, efficiency, management principles, crosscutting issues, and performance management).
- To assess the performance of the Program's channels of cooperation (bilateral, multilateral and partnership) and delivery models (directive, and responsive programming)
- To document and disseminate findings and lessons learned, and formulate recommendations to improve the performance of the current or future Program strategy.

3. Scope and Channels of Cooperation

This evaluation will review the Country Program that was in effect from 2005 to 2009, along with strategic policy papers that were approved during the implementation of process and policy documents issued since. Projects that have been implemented during the period under review, terminated or well advanced during the 2005-2009 period will be included in the sample in order to document results achieved. In addition, special consideration will be given to the new CDPF (2010-2015).

The evaluation will cover specifically CIDA's intervention in the main programming areas (Strengthening Basic Education, Promoting Good Governance) as well as crosscutting themes (especially gender equality, environmental sustainability). However given that Private sector Development represents 14% of total disbursements, Health 12% of disbursements and projects coded under "Others" 14%; special attention will be paid to these non-priority-sectors.

The CPE will also assess the performance of the Program's channels of cooperation (bilateral, multilateral, partnership) and delivery models (core funding, directive programming, and responsive programming) including the delivery mechanisms for Program-Based Approaches (PBAs).

During the implementation of the 2005-2009 Program, Canadian disbursements to Peru amounted to close to \$90 million covering over 100 projects worth of \$250,000 and more. For the first three years of the Peru Programming Plan, disbursements remain stable at around \$18 million, similar to the previous year. However, in 2008-09 total disbursements were only \$12.40 million. The following year (2009-210), a total of \$21.5 million were disbursed in Peru.

More than 72% or \$65 million were disbursed through the Bilateral Program; 24% or \$22.5 million through the Canadian Partnership Branch and 2 % or \$2.6 million through Multilateral. During the same period, CIDA utilized the services of 70 executing agencies. The top 10 executing agencies received 70% of CIDA's disbursements to Peru.

4. Evaluation Key Questions and Criteria

The Evaluation will respond to two key questions and various criteria agreed upon internationally:

Question 1 – What has been achieved? (Development results)

- **Relevance:** The extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, country needs, global priorities, and partners' and donors' policies, the appropriateness of development interventions in a given sector, region or country.
- **Effectiveness:** The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
- **Sustainability:** The continuation of the benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.
- **Crosscutting Issues:** The treatment of the crosscutting issues the Program established, namely gender equality, environment.

Question 2: How was it managed?

- **Coherence:** External coherence related to donor coordination and internal coherence related to Canadian partners.
- **Efficiency:** A measure of how economically resources/inputs (funds, expertise, time, etc) are converted to results. The CPE will review the delivery systems (decentralization, Program Support Unit) and mix of resources (local, technical resources) at headquarters and in the field.
- **Management Principles:** In relation to Paris Declaration principles of ownership, alignment and harmonization.

- **Performance Management:** A management strategy for assessing the performance of development interventions against stated results (outputs, outcomes, impacts), including results-based management (RBM) and monitoring/evaluation functions, risk management.

These elements will be looked at from a program level perspective and a project, programming areas (strategic sectors and cross cutting themes).

5. Evaluation Methodology

5.1 Data Gathering and Analysis:

Four main data gathering methods will be employed in the context of the current evaluation to ensure getting multiple lines of evidence:

- **Document review:** including mainly CIDA program & projects, Government of Peru international institutions documents and other related documents;
- **Interviews:** including, CIDA, Government of Peru, international community, implementing agencies, officials & representatives;
- **Project visits:** of selected number of projects in various sectors and areas;
- **Roundtables:** at different occasions during the evaluation process.
- **Case-studies** if necessary and possible.

Tools such as interview guides and grids for meta-evaluation will be prepared and included in the work plan to ensure the comparability of the data between projects and sectors. A sample of projects will be reviewed based on a five point scale going from highly satisfactory to highly unsatisfactory.

5.2 Sampling:

The Evaluation cannot review hundred percent of the projects supported by the Canadian cooperation during the period 2005 to 2009. The sampling methodology will be based on the following criteria:

- **Representativeness:** projects selected should represent a substantive proportion of the total, sectoral or thematic value of all the projects;
- **Development approaches:** projects and activities related to policy dialogue, institutional capacity development and/or community level interventions;
- **Implementation mechanisms:** direct bilateral interventions and responsive initiatives;
- **Implementing agencies:** government and non-governmental organizations, multilateral institutions & CEAs;

- **Evaluability:** that the projects are significant enough and sources of information are available and accessible cost-effectively.

Approximately 20 to 25 projects will be reviewed including those that have been subject to an evaluation.

6. Evaluation Team and Responsibilities

The CIDA Senior Evaluation Manager, Dr. Rémy Beaulieu will coordinate the entire process. Frantz Pierre-Jerome will manage the evaluation process of the Peru Program. The Desk at HQs and Field in Peru will be fully involved. A team of professionals (Canadians and locals) will be hired and will assume the following responsibilities:

- **Lead Consultant:** A consultant with strong evaluation skills and knowledge of the Peru Program will lead the consultant team. This person will be responsible to address key strategic Program issues. If necessary, as the Team Leader she/he may also be given an additional mandate in relation to one of the Program's sectors or crosscutting themes.
- **Sector Experts:** Evaluation specialists will be hired according to the Program's main areas of intervention: Governance, Basic Education. However, given the importance of Private Sector Development and Humanitarian Assistance/Reconstruction in the overall disbursements to Peru, it would be critical to look at these issues as well. Each specialist may be asked to cover one or various sectors and a crosscutting theme. A mix of Canadian and local consultants may be envisaged.
- **Local Consultant (s)** will be hired to help cover specific areas of intervention of the Program and contribute to the understanding of local issues (Local Governance, Environment and Health issues, Private Sector Development including corporate social responsibility, are some of the sectors to be considered). The exact type of expertise and the number of local consultants required will be determined at the time of the scoping visit.
- **Crosscutting Issues:** The gender and environment areas of expertise may be added to the responsibilities of the sector experts, or given to locally hired experts. These consultants will need to have the capacity to work collaboratively with other members of the evaluation team

7. Calendar of activities

A tentative calendar of activities follows. It can be affected and modified according to administrative and political considerations:

- Scoping visit in Peru, May 2011 and completion of the ToRs;
- Consultants selection: Mid-June 2011;
- Review documentation and conduct interviews in Canada: August-September 2011;

- Conduct field mission in Peru- including visit to local projects- September, 2011:
- Draft Technical Report and review by CIDA, October-November 2011:
- Draft Synthesis Report and obtain feedback from stakeholders : December 2011- January 2012;
- Finalize Synthesis Report and obtain Management Response: January 2012:
- Presentation of Synthesis report to the Evaluation Committee: February 2012
- March-April-May 2012: Translation and publication of the Evaluation Report on the CIDA Web site.

For additional information on this document please contact:

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Appendix B – Characteristics and list of sample projects

Governance sector

WBS Number	Branch	Project title	Start date	End date	Investment type	Delivery model	Delivery modalities (note 1)	Budget allocation to Peru (C\$)	Reviewed?
A021434001	GPB	Public Policy and Public Sector Reform Fund	2000-12-29	2012-03-12	Local Funds	Responsive	B-2	8,500,000	Yes
A034593001	GPB	Support to the Defensoría del Pueblo Phase II	2009-10-01	2013-03-01	Pool funding – PBAs	Core funding	B-2	5,000,000	Yes
A031924001	GPB	Contribution to the Defensoría	2003-05-27	2008-06-30	Pool funding – PBAs	Directive	B-5	4,883,051	Yes
A032016001	GPB	Strengthening CIES	2004-04-13	2015-03-11	Projects	Responsive	B-2	2,450,000	Yes
A032298001	Regional	Andean Region Gender Equality Fund (note 2)	2004	2010	Projects	Directive	B-1	1,250,000	Yes
M012495001	MGPB	Enhancing Human Rights – Inter Pares	2007-03-01	2008-09-01	Projects	Responsive	M-1	725,000	Yes
M012122001	MGPB	Gender Based Violence in Latin America	2005-08-05	2008-08-05	Projects	Responsive	M-1	1,024,341	Yes
M012665001	MGPB	Gender Based Violence in Latin America Phase 2	2007-11-01	2010-03-31	Projects	Responsive	M-1	600,000	Yes
S064671PRG	PWCB	CUSO Democratic Participation	2009-04-01	2014-03-31	Projects	Responsive	P-1	3,249,909	Yes
S064494PRG	PWCB	WUSC Democratic Participation	2007-01-08	2014-06-30	Projects	Responsive	P-1	2,252,075	Yes
S064236PRG	PWCB	Lutheran Democratic Participation	2008-04-01	2013-03-31	Projects	Responsive	P-1	1,500,000	Yes
S063410PRG	PWCB	Canadian Labour Congress Democratic Participation	2008-06-20	2013-01-31	Projects	Responsive	P-1	452,551	Yes

- Total budget – Governance projects in sample (note 3) 32,486,927
- Total budget – Governance projects in program (note 3) ..

Basic education sector

WBS Number	Branch	Project title	Start date	End date	Investment type	Delivery model	Delivery modalities (note 1)	Budget allocation to Peru (C\$)	Reviewed?
A021431001	GPB	Improving Basic Education for Indigenous and Rural Children in Southern Andean and Amazonian Peru	2008-10-1	2013-03-28	Projects	Responsive	B-2	19,000,000	Yes
A021598001	GPB	PROMEB Improvement of Basic Education	1999-11-19	2012-03-31	Projects	Directive	B-1	11,500,000	Yes
A032137001	GPB	Peru Local Education Fund	2003-06-12	2009-06-30	Projects	Responsive	B-2	1,114,248	Yes
S064696001PRG	PWCB	Improving Professional Training to Address the Need of the Private Sector	2009-08-01	2012-10-31	Projects	Responsive	P-1	499,304	Yes
S064224002	PWCB	Rainbow of Hope for Children	2009-12-22	2012-02-29	Projects	Responsive	P-1	375,000	Yes
S064224001	PWCB	Rainbow of Hope for Children Phase II	2009-03-12	2012-02-29	Projects	Responsive	P-1	500,000	Yes

- Total budget – Basic education projects in sample (note 3): 32,988,552
- Total budget – Basic education projects in program (note 3):...

Private sector development and extractive sector

WBS Number	Branch	Project title	Start date	End date	Investment type	Delivery model	Delivery modalities (note 1)	Budget allocation to Peru (C\$)	Reviewed?
A031548001	GPB	Peru-Canada Mineral Resources Reform Project	2002-04-02	2008-03-31	Projects	Directive	B-1	5,778,000	Yes
A031715001	GPB	Peru Hydrocarbon Assistance Project	2004-04-01	2009-03-31	Projects	Responsive	B-2	3,937,017	Yes
S063747PRG	PWCB	Social Economy and Private Sector Development	2006-09-26	2011-07-31	Projects	Responsive	P-1	797,517	Yes

- Total budget – Private sector development and extractive sector projects in sample (note 3): 10,512,534
- Total budget – Private sector development and extractive sector projects in program (note 3): ...

EA/HA and water and sanitation sector

WBS Number	Branch	Project title	Start date	End date	Investment type	Delivery model	Delivery modalities (note 1)	Budget allocation to Peru (C\$)	Reviewed?
A034073001	GPB	CARE Canada Earthquake Reconstruction	2007-11-14	2011-01-31	Projects	Responsive	P-1	5,000,000	Yes
A034075001	GPB	International Relief Red Cross – Earthquake Appeal	2007-11-14	2009-03-31	Projects	Responsive	B-2	1,500,000	Yes
M012704001	MGPB	Americas ICRC Appeal 2008	2008-01-25	2008-12-31	Projects	Responsive	M-1	800,000	No
M012632001	MGPB	Peru Earthquake – WFP Flash Appeal	2007-08-30	2009-06-30	Projects	Responsive	M-1	300,000	Yes
A030493001	GPB	Water and Sanitation Capacity Building	1999-11-05	2009-09-30	Projects	Responsive	B-2	2,491,940	Yes
A033608001	GPB	Water Sector Decentralization and Governance	2007-03-30	2009-03-30	Projects	Responsive	B-2	1,200,000	Yes
S063934PRG	PWCB	Community Health	2007-04-01	2012-03-31	Projects	Responsive	P-1	1,354,934	Yes

- Total budget – EA/HA and water and sanitation projects in sample (note 3): 12,646,874
- Total budget – EA/HA and water and sanitation projects in program (note 3): ...
- Total sample budget: 88,034,887
- Total program budget: ...

Note:

- B-1 = Bilateral directive programming; B-2 = Bilateral responsive programming; B-5 = Bilateral PBAs – Pooled funds; M-1 = Multilateral responsive programming; P-1 = Partnership responsive programming.
- Peru represents 25% of total fund of C\$5,000,000.

Appendix C – List of documents consulted

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Governance

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Meetings:

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Meetings:

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PAD:

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Evaluations:

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Planning documents:

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Planning documents:

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Planning documents:

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Meetings:

CIDA Meeting. March 2008.

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Planning documents:

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Reports:

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Evaluations:

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Reports:

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Meetings:

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Evaluation documents:

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Project S063934PRG – Community Health:

Planning documents:

Carrefour de solidarité internationale. *Formulaire de demande: Programmes du Programme de secteur volontaire-Agence canadienne de développement international – Réduction de la pauvreté grâce aux efforts concertés*. Juin 2006.
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Evaluations:

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Project A033608001 – Water Sector Decentralization and Governance:

Planning documents:

PAD, LFA and gender form.
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Reports:

WB. *Closing Report*. June 2007. December 2008. August 2009.

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A-033608 Support to Decentralization of Water. *WB Systematisation Report*.

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Project A034075001 – International Relief Red Cross – Earthquake Appeal:

Planning documents:

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Evaluations:

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Appendix D – List of persons met

CIDA / USACC

Name	Position	Organization
Lecoq, Richard	Canadian Ambassador to Peru	Canadian Embassy
Bennet, Richard	Senior Analyst, Strategic Planning and Analysis Division	CIDA
Chevrier, Antoine	Head of Aid	CIDA – Field officer
Drouin, Nicolas	Former Senior Development Officer	CIDA
Esposito, Brunella	Senior Administrative Assistant	CIDA
Filiatrault, Lise	Regional Director General	CIDA
Fishlock, Claire	Gender Equality Specialist	CIDA (Gatineau)
Formaneck, Sacha	Senior Program officer IHA	CIDA
Giroux, H�el�ene	General Director, Human development	CIDA
Lacelle, Nathalie	Administrative Coordinator, Evaluation Directorate	CIDA
Landry, Claude	International Development Project Advisor, Knowledge and Education (VIS)	CIDA
Lavergne, Real	Manager, Aid Effectiveness and Country Programs Unit, PWCB	CIDA
Learoyd, Susan	Program Policy Analyst, Aid Effectiveness and Country Programs Unit. PWCB	CIDA
Levasseur-Rivard, Sacha	CSR specialist	CIDA
Lubega, Yunus	International Development Project Advisor, PWCB	CIDA
MacCormack, Julie	Senior Program Officer, Complex Humanitarian Situations Unit	CIDA
Matte, Jean-Luc	Program advisor, Economic Growth	CIDA

Name	Position	Organization
McKay, Simeon	Program analyst	CIDA
Molina, Isabel	Financial Project	CIDA
Moreno, Marlene	Budget O&M - SAP	CIDA
Murray, Julian	Senior Director, Strategic Analysis	CIDA
Nugent, Hilda	Education Specialist	CIDA
Oblitas, Carmen	Administrative assistant	CIDA
Prinzo, Carmela	Senior Development Officer	CIDA
Pruneau, Amelie	International Development Project Advisor, PWCB	CIDA
Ragusa, Paul	Hydrocarbons specialist	CIDA
Rodriguez, Orietta	Program officer	CIDA
Salotti, Domenic	Senior Development Officer	CIDA
Samné, Michèle	Evaluation Manger	CIDA
St-Jean, Nicole	Budget SAP	CIDA
Thivierge, Pascale	First Secretary (Cooperation), Peru Program Chief of Operations	CIDA
Turmel, Remi	International Development Officer, PWCB	CIDA
Ugarte, Sebastian	Program Officer	CIDA
Valderrama, Vivian	International Development Officer, PWCB	CIDA - EGS
Aldave, Cecilia	Specialist	USACC
Alvarado, Maria	Coordinadora de fondos locales FRSPPP	USACC
Balvin, Doris	Especialista de desarrollo en el sector minero y energético	USACC

Name	Position	Organization
Courreges, Solange	Asistente administrativa y logistica	USACC
Gonzalez, Estela	Education Specialist	USACC
Guerra, Nestor	Canada Funds and Humanitarian Aid	USACC
Rinaldo, Dino	Director	USACC
Zegarra, Jose	Especialista en responsabilidad social y corporative, pequeñas y medianas empresas y conflictos	USACC

GoP

Name	Position	Organization
Choquehuanca, Joel	Mayor of Canchaque, Local Government	Canchaque District
Abanto, Alicia	Jefa del programa de Pueblos indígenas	DDP
	Comisionada de la Adjuntía de Servicios Públicos, Medio Ambiente y Pueblos Indígenas	DDP
Chiroque, Abel	Jefe de la OD / DDP	DDP
Fernán, Eugenia	Adjunta para los derechos de la mujer y Adjunta para la administración estatal	DDP
Luque, Rolando	Adjunct for social conflict and governability	DDP
Cecanto, Freddy	Commissioner	DDP Huancavelica
Chiroque, Abel	Regional Director	DDP Huancavelica
Gallo, Mayda	Commissioner	DDP Huancavelica
Riva, Aurora	Director, Office for Strategic Planning, International Cooperation and Investments	DDP Lima
Vega, Elisa	Especialista en Cooperación Internacional	DDP Lima
Alburquenque, Fabiola	Intern	DDP Piura

Name	Position	Organization
Arica, Jesebel	Commissioner	DDP Piura
Calle, Marcela	Intern	DDP Piura
Castro, Hugo	Intern	DDP Piura
Chizan, Vanessa	Commissioner	DDP Piura
Garces, Ana Cecilia	Commissioner	DDP Piura
Jimenez, Maria Gladys	Commissioner	DDP Piura
Orrego, Cesar	Regional Director	DDP Piura
Roo, Elsa	Commissioner	DDP Piura
Salazar, Ricardo	Commissioner	DDP Piura
Sarmiento, Jose	Commissioner	DDP Piura
Ubillus, Israel	Intern	DDP Piura
Velasquez, Patricia	Commissioner	DDP Piura
Angulo, Fernando	Minister of Education	DRE
Juarez, Juan	Direccion Regional de Educacion	DRE
Moscol, Elmer	Direccion Regional de Educacion	DRE
Penagos, Luis	Social Sector Officer	Humay's Municipality
Quispe, Saturnino	Public Relations Officer	Humay's Municipality
Reyes, Walter	Governor	Humay's Municipality
Gamio, Pedro	Former Vice-Minister, MEM	IICA
Quiñones, Carlos	Responsible for DDP	MEF

Name	Position	Organization
Miloslavich, Diana		MIMDES
Quinteros, Sylvia		MIMDES
Cabrera, Jaime		MINAM
Durand, Eduardo		MINAM
Carvajal, Jose Luis		MINEM
Gala, Fernando	Vocal	Ministerio de Energía y Minas
Andrade, Patricia	Former PROMEB Manager	Ministry of Education
Bolaños, Fernando	Deputy Minister Gestion Institucional	Ministry of Education
Pablo, Flor	Director	Ministry of Education
de Echave, Jose	Environmental Management Vice-Minister	Ministry of Environment
Bustamante, Paola	Director Process and International Negotiations – Peruvian International Cooperation Agency – APCI	Ministry of Foreign Affairs
Rengifo, Jhonny	Peruvian International Cooperation Agency – APCI	Ministry of Foreign Affairs
Riveros, Alejandro	Minister Director for International Cooperation	Ministry of Foreign Affairs
Sal y Rosas, Eduardo	Asesor International Cooperation Division	Ministry of Foreign Affairs
Villanueva, Ricardo	Chief , International Cooperation Office	Ministry of Foreign Affairs
Cevallos, Luis	Presidente Corte Superior de Justicia	Ministry of Justice
Meza, Hector	Head of Personnel	Piura Regional Education

Name	Position	Organization
Pasapera, Aurelia	Director	Piura Regional Education
Rivera, Victor Raul	Office of Complaints	Piura Regional Education
Aguilar, Juan Manuel	General Manager – Economic Development	Piura Regional Government
Diaz, Jose	Secretario del Consejo Regional	Piura Regional Government
Guzman, Alfredo	Director Regional de Energia y Minas	Piura Regional Government
Vera, Andres	General Manager – Environmental Management	Piura Regional Government
Diaz, Helar	Comandante, Jefe de Estado Mayor	PNP Huancavelica
Noa, Freddy Salvador	SOB	PNP Huancavelica

OTHER DONORS

Name	Position	Organization
Ramos, Patricia	Adjunta al Coordinador General	AECID
Ventura, Jose		COSUDE
Elgergren, Gabriela	Agredada Junta de Cooperacion Internacional	CTB
Blum, Volkmar	Principal Analyst – Governance and Inclusiveness	GIZ
Garcia, Erica	Senior Analyst – Governance and Inclusiveness	GIZ
Leslie, James	Program Officer	UNDP
Savaria, Claudia	Project Officer	UNFPA
Barnechea, Mercedes	Representante Auxiliar FONCEP 09-(21)-06 Educación y Salud Comprometidos en la Educación Sexual y Reproductiva de las Adolescentes Indígenas	UNFPA

Name	Position	Organization
Johnson, Melva	Representante Adjunta	UNICEF
Lopez, Carmen	Officer, Nutrition and Children Development (Project Improving Basic Education for Indigenous Meeting)	UNICEF
Abrams, Bruce	Chief Democratic Initiatives Office	USAID
Gonzalez, Sobeida	Project Management Specialist – Office of Democratic Initiatives	USAID

PERUVIAN PARTNERS / CIVIL SOCIETY ORGANIZATIONS

Name	Position	Organization
Cueva, Giovana	Leader	ADFADAH
Castellano, Themis	Chief, Research Division	Alternativa
Malqui, Ofelia		Alternativa
Cardenas, Ismael	Project Officer	Amigos de Siempre
Alanoca, Luis	Director	Ayni Desarrollo
Araujo, Mauricia	Related to women rights in conflict area	Beneficiaries from Manta
Cocilla, Mauricia	Related to women rights in conflict area	Beneficiaries from Manta
Huaman, Susana	Related to women rights in conflict area	Beneficiaries from Manta
Cayetano, Yulizza		Beneficiaries from RENIEC
Cortez, Clemencia		Beneficiaries from RENIEC
Cusi, Honorata		Beneficiaries from RENIEC
Charron, Monique		Canadian Labour Congress

Name	Position	Organization
Bobadilla, Jose	Education Coordinator	Canchaque
Bringas, Andrea		CARE
Harman, Lucy	Emergencias y RRD	CARE
Huamancayo, Blbiano	Technical Officer	CARE CANADA
Bonilla, Jennifer	International Cooperation Officer	Caritas del Peru
Kanashiro, Hector	General Manager	Caritas del Peru
Ascorra, Cesar	General Secretary	Caritas Madre de Dios
Vanoverschelde, Daniel	Agent de projets et stages	Carrefour de solidarite internationale
Ayuque, William	Major	Castrovirreyna's Municipality
Quezada, Jorge	Project Coordinator	CEDAL Rights and development center
	Gerente	Centro Mujer
Robledo, Yeny Mariluz	Jefe de Planta de Panela Granulada	CEPICAFE
Robles, Gladys	Director	CESIP
Vasquez, Ana		CESIP
Campos, Carmen		CESIP (Piura)
Chavez, Flor		CESIP (Piura)
Bullón, Víctor	Professor, National University of Central Peru (Huancayo)	CIES

Name	Position	Organization
Corcuera, Ricardo	Governance Advisor	CIES
Correa, Humberto	Professor, National University Piura	CIES
Gordillo, Xavier	Deputy Director	CIES
Portocarrero, Javier	Executive Director	CIES
Aliaza, Cristian	Consultant	CNE
Cardo, Andres	Vice-President	CNE
Kerigan, Leon Santiago	Consultant	CNE
Rojas, Yori	Administrator	CNE
Torrejon, Nancy	Executive Secretary	CNE
Chanduvi, Elsa	Director	COAL
Vargas, Nieves	Advocacy Manager	COAL
Ayala, Jenny	Coordinadora	CODECO
Gagnon, Camille	Gerente	CODECO
Lopez, Daniel	Teacher, Colegio Jesús Obrero	CTEJO
Ramos, Marielena	Director, Colegio Jesus Obrero	CTEJO
Serna, Ricardo	Teacher, Colegio Jesus Obrero	CTEJO
de la Jara, Ernesto	IDL Local counterpart	CUSO
Casani, Jessenia		Demus
Llaja, Jeanette	Director	Demus
Tavara, Mariel	Program Specialist	Demus
Garcia, Ramiro	Jefe Programa Urbano	Desco

Name	Position	Organization
Alzamora, Claudia	Executive Secretary	DIACONIA
Cedillo, Elena	Executive Director	DIACONIA
Rodriguez, Edelris	Responsable Administracion y Fiananzas	DIACONIA
Guzman, Alfredo	Director	DREM
Macassi, Ivonne		Flora Tristan
Castillo, Luis	General Secretary	FNTMMSP
McLauchan, Patricia	Researcher	GRADE
Validivia, Nestor	Associate Researcher	GRADE
Joo, Gabriela	Governability and Human Rights	IDL
Lovaton, David	Coordinator, Justicia Viva	IDL
Ruiz, Fernando	Senior Operations Officer	IFC
Tejada, Roberto	Operations Officer	IFC
Huamani, Magda	Technical secretary-Pisco	INDECI-Pisco
St-Pierre, Marise	Program officer	International business development
Izusqui, Jorge	IPAE	IPAE
Morgan, Peregrina	President - Instituto Peruano de Evaluación, Acreditación y Certificación de la Calidad de la Educación Básica)	IPEBA
Gallegos, Luis	Management Director	ISAT
Ospina, Estela	Executive Director	ISAT
Sprungli, Marie Françoise	Director	KALLPA

Name	Position	Organization
Ortega, Alida	Coordinator	Mesa de concertación de lucha contra la Pobreza, Huancavelica
Herrera, Edgar Alberto	Coordinator	MIM Ancash
Guillén, Lisbeth	Responsable, Programa Derecho a la Participación Política y Ciudadanía	MMR
Neira, Aristoteles	Project Coordinator	NORANDINO
Rojas, Jose		NORANDINO
Benoit, Christine	Agente de Enlace	Oxfam Quebec
Murray, Annie	Consejera en desarrollo organizacional	Oxfam Quebec
Gamero, Julio	Executive Director	PCS
Toledo, Silvia	Program Officer	PCS
Diez, Carlos	Regional Officer	PERCAN
Slivitzky, Anne	Director	PERCAN
		Peru's mining and metalworkers federation
Gallardo, Carlos		PROMEB
Galvez, Carlos Simon	Ex Alcalde de Lancones	PROMEB
Garcia, Jose	Technical team	PROMEB
Llacsahuanga, Luis	Ex Gerente de Desarrollo Social	PROMEB
Manucci, Jose Alfredo	Ex PROMEB technical team & Ex Funcionario DRE	PROMEB

Name	Position	Organization
Molina, Rodrigo	Education Coordinator – Technical team	PROMEB
Muñoz, Fanni	Evaluator	PROMEB
Zapata, Iris	UGEL Former Director	PROMEB
Macias, Natalia	Technical team	PROMEB-ECD
Aquino, Rodolfo	Former Director	Radio Cutivalu
Concha, Belia	Director	Radio Cutivalu
Gubbels, Joseph	Director	Rainbow of Hope for Children
Angeles, Franklin	Coordinator	RECOEDA
Huaman, Anisa	Promoter	RENIEC
Palma, Jhonny	Regional Chief	RENIEC
Sanchez, Yovana	Operational Coordinator, GRIAS	RENIEC, Huancavelica
Estrada, Pedro		SUCO
Hidalgo, Liliam	Director, FONCEP 03-(21)-04 La Escuela es Nuestra	TAREA
Ramirez, Laura		Union of steel workers
Bayona, Benjamin	Economic Faculty Director	Universidad Nacional de Piura
Rojas, Beatriz	Director	URPICHALLAY
Marmanillo, Iris	Peru Country Coordinator	WSP – World Bank
Pearce-Oroz, Glenn	Regional team	WSP – World Bank
Galvez, Martín	Public Relations Officer	

Name	Position	Organization
Otañe, Rafael	Neighbourhood "Santa Ana"	
Saavedra, Gaspar	Head of Development Committee "El Molino"	

CANADIAN EXECUTING AGENCIES

Name	Position	Organization
MacCue, Robb	Project Director	Agriteam
Erin Mackie	Senior Program Manager	Canadian Cooperative Association
Aguillon, Abdon	Project Manager	CLWR Fund
Peters, Elaine	Program Director	CLWR Fund
Espinoza, Carmen	Director	CUSO/VSO
	Project Director	Etude Internationale
Ricard, Daniel	Director General, Litigation Management and Resolution Branch	Indian and Northern Affairs Canada
Faucher, Nadia	Program Coordinator	Inter Pares
Karen Cocq		Inter Pares
Toleda, Silvia	Program Officer	Project Counselling Service
Gubbles, Joseph	Director	Rainbow of hope for Children
Vanorchelde, Daniel	Project Officer Community Health project	Solidarité internationale
Rodrigo, Fernando	Director Business Development	Stantec
Escate, Juan	Uniterra Program officer	WUSC-Peru
Tapiero, Michel	Field Manager	WUSC-CECI

BENEFICIARIES

Name	Position	Organization
Enrique, Rosa	Parent	Canchaque

Name	Position	Organization
Vasquez, Rosa	Parent	Canchaque
Hernandez, Rene	Teacher	CEBAP
Jimenez, Abigail	Teacher	CEBAP
Meneses, Berta	Teacher	CEBAP
Mortua, Laura	Teacher	CEBAP
Sardia, Johnston	Teacher	CEBAP
Laba, Bernarda	School Teacher (2,3)	Los Potreros
Pena, Tomas	School Teacher (4,5,6)	Los Potreros
Saavedra, Andrea	School Teacher (1)	Los Potreros
Alegre, Alfonso	Beneficiary	
Carlos, Nelly	Beneficiary	
Cuadras, Maria	Beneficiary	
Mio, Nelson	Mayor of Matanzas	
Olaya, Victor	Municipalizacion – Experiencia de Paita	
Ortiz, Luis		
Ramirez, Edith	Beneficiary	
Saravia, Petronila	Beneficiary	

Appendix E – Summary of detailed ratings by mechanisms and channels

Summary of Scores for Sectors/Crosscutting Issues, by Project

Education

Project	Relevance	Effectiveness	Sustainability	Crosscutting issues	Coherence	Efficiency	Management principles	Performance management	Average
S064696001 Improving Professional Training to Address the Need of the Private Sector	3.5	4.0	4.0	3.5	3.0	3.0	4.0	3.5	3.6
A032137001 Peru Local Education Fund	5.0	4.5	4.5	3.0	5.0	3.5	4.0	3.5	4.1
A021598001 PROMEB Improvement of Basic Education	5.0	4.0	3.5	3.0	4.0	3.0	4.0	3.5	3.7
S064224001; S064224002 Rainbow of Hope for Children Phases I and II	4.0	4.0	4.5	4.0	4.5	5.0	4.5	2.5	4.1
A021431001 Improving Basic Education for Indigenous and Rural Children in Southern Andean and Amazonian Peru	5.0	4.0	3.0	4.0	4.0	4.0	5.0	4.0	4.1
Average Score	4.5	4.1	3.9	3.5	4.1	3.7	4.3	3.4	3.9

Governance

Project	Relevance	Effectiveness	Sustainability	Crosscutting issues	Coherence	Efficiency	Management principles	Performance management	Average
A032016001 Strengthening CIES	4.5	4.1	4.1	2.5	4.1	4.0	4.5	4.0	4.0
S063410PRG Canadian Labour Congress Democratic Participation	4.1	4.0	3.0	3.5	3.5	4.0	3.5	3.1	3.6
M012122001; M012665001 Gender Based Violence in Latin America Phases 1 and 2	4.5	4.0	4.1	5.0	4.1	4.0	4.0	4.0	4.2
A021434001 Public Policy and Public Sector Reform Fund	4.5	4.1	4.1	3.5	4.1	3.5	4.0	3.1	3.9
S064671PRG CUSO Democratic Participation	4.5	4.1	4.1	4.5	4.1	4.0	3.5	4.0	4.1

Project	Relevance	Effectiveness	Sustainability	Crosscutting issues	Coherence	Efficiency	Management principles	Performance management	Average
A032298001 Andean Region Gender Equality Fund	5.0	4.0	3.1	5.0	4.5	3.5	4.1	4.1	4.2
A031924001; A034593001 Support to the DDP	5.0	4.0	4.5	3.5	4.1	4.0	4.5	4.0	4.2
S064236PRG Lutheran Democratic Participation	4.5	4.0	3.0	4.5	3.5	4.0	3.5	4.0	3.9
M012495001 Enhancing Human Rights – Inter Pares	4.5	4.0	3.5	4.1	4.1	4.0	3.5	4.0	4.0
S064494PRG WUSC Democratic Participation	4.5	3.0	3.5	4.0	4.0	3.5	4.0	4.5	3.9
Average Score	4.6	3.9	3.7	4.0	4.0	3.9	3.9	3.9	4.0

Private sector development and the extractive sector

Project	Relevance	Effectiveness	Sustainability	Crosscutting issues	Coherence	Efficiency	Management principles	Performance management	Average
S063747PRG Social Economy and Private Sector Development	4.5	4.1	4.5	4.1	4.2	4.0	4.1	4.1	4.2
A031548001 Peru-Canada Mineral Resources Reform Project	4.1	4.1	4.1	3.5	3.7	4.5	3.5	4.0	3.9
A031715001 Peru Hydrocarbon Assistance Project	4.1	4.1	3.5	3.5	3.6	4.1	3.0	4.1	3.7
Average Score	4.2	4.1	4.0	3.7	3.9	4.2	3.5	4.1	3.9

EA/HA and water and sanitation

Project	Relevance	Effectiveness	Sustainability	Crosscutting issues	Coherence	Efficiency	Management principles	Performance management	Average
A034073001 CARE Canada Earthquake Reconstruction	4.5	4.1	4.0	4.1	4.1	4.5	4.1	4.1	4.2
S063934PRG Community Health	4.1	3.5	3.1	4.1	3.5	4.0	4.0	3.0	3.7
A034075001 International Relief Red Cross – Earthquake Appeal	4.5	4.0	4.0	3.5	4.5	4.5	4.1	4.0	4.1
A033608001 Water Sector Decentralization and Governance	4.5	4.5	4.1	4.1	4.1	3.5	4.1	4.1	4.1
M012632001 Peru Earthquake – WFP Flash Appeal	4.1	4.1	4.1	4.0	4.0	4.1	4.0	3.1	3.9
A030493001 Water and Sanitation Capacity Building	5.0	5.0	4.1	4.5	4.5	4.5	4.5	3.5	4.5

Project	Relevance	Effectiveness	Sustainability	Crosscutting issues	Coherence	Efficiency	Management principles	Performance management	Average
Average Score	4.5	4.2	3.9	4.1	4.1	4.2	4.1	3.6	4.1

Rating Scale: Very Unsatisfactory (0 to 1); Unsatisfactory (1.1 to 2); Moderately Satisfactory (2.1 to 3); Satisfactory (3.1 to 4); Highly satisfactory (4.1 to 5); Not demonstrated (ND).

Summary of Scores by Sector

Sector	Relevance	Effectiveness	Sustainability	Crosscutting issues	Coherence	Efficiency	Management principles	Performance management	Average
Education	4.5	4.1	3.9	3.5	4.1	3.7	4.3	3.4	3.9
Governance	4.6	3.9	3.7	4.0	4.0	3.9	3.9	3.9	4.0
Private sector development and the extractive sector	4.2	4.1	4.0	3.7	3.9	4.2	3.5	4.1	3.9
EA/HA and water and sanitation	4.5	4.2	3.9	4.1	4.1	4.2	4.1	3.6	4.1
Average Score	4.5	4.1	3.8	3.9	4.2	3.9	4.0	3.7	4.0

Rating Scale: Very Unsatisfactory (0 to 1); Unsatisfactory (1.1 to 2); Moderately Satisfactory (2.1 to 3); Satisfactory (3.1 to 4); Highly satisfactory (4.1 to 5); Not demonstrated (ND).

Analysis of Scores by Criteria

Relevance

Criteria for analysis	Education	Governance	Private sector development and the extractive sector	EA/HA and water and sanitation	Average
Relevance	4.5	4.6	4.2	4.5	4.5
Average of criteria	3.9	4.0	3.9	4.1	4.0

Effectiveness of Results

Criteria for Analysis	Education	Governance	Private sector development and the extractive sector	EA/HA and water and sanitation	Average
Effectiveness of results	4.1	3.9	4.1	4.2	4.1
Average of criteria	3.9	4.0	3.9	4.1	4.0

Sustainability

Criteria for analysis	Education	Governance	Private sector development and the extractive sector	EA/HA and water and sanitation	Average
Sustainability	3.9	3.7	4.0	3.9	3.8
Average of criteria	3.9	4.0	3.9	4.1	4.0

Crosscutting Issues

Criteria for analysis	Education	Governance	Private sector development and the extractive sector	EA/HA and water and sanitation	Average
Crosscutting issues	3.5	4.0	3.7	4.1	3.9
Average of criteria	3.9	4.0	3.9	4.1	4.0

Coherence

Criteria for analysis	Education	Governance	Private sector development and the extractive sector	EA/HA and water and sanitation	Average
Coherence	4.1	4.0	3.4	4.1	4.0
Average of criteria	3.9	4.0	3.9	4.1	4.0

Efficiency

Criteria for analysis	Education	Governance	Private sector development and the extractive sector	EA/HA and water and sanitation	Average
Efficiency	3.7	3.9	4.2	4.2	3.9
Average of criteria	3.9	4.0	3.9	4.1	4.0

Management Principles

Criteria for analysis	Education	Governance	Private sector development and the extractive sector	EA/HA and water and sanitation	Average
Management principles	4.3	3.9	3.5	4.1	4.0

Criteria for analysis	Education	Governance	Private sector development and the extractive sector	EA/HA and water and sanitation	Average
Average of criteria	3.9	4.0	3.9	4.1	4.0

Performance Management

Criteria for analysis	Education	Governance	Private sector development and the extractive sector	EA/HA and water and sanitation	Average
Performance management	3.4	3.9	4.1	3.6	3.8
Average of criteria	3.9	4.0	3.9	4.1	4.0

Comparative Assessment of Canadian ODA Delivery Modalities

Evaluation Criteria	Multilateral (M-1; n=3)	Partnership (P-1; n=9)	PBAs General budget support, sector budget support, and pooled funding (B-5; n=1)	Directive projects (B-1; n=3)	Responsive projects (B-2; n=8)
Relevance	4.4	4.2	5.0	4.7	4.6
Effectiveness	4.0	3.9	4.0	4.0	4.3
Sustainability	3.9	3.7	4.5	3.6	3.9
Crosscutting Issues	4.4	4.0	3.5	3.8	3.6
Coherence	4.1	3.8	4.1	3.9	4.2
Efficiency	4.0	4.0	4.0	3.7	4.0
Management principles	3.8	3.9	4.5	3.9	4.2
Performance management	3.7	3.6	4.0	3.9	3.8
Total average scores	4.0	3.9	4.2	3.9	4.1

Rating Scale: Very Unsatisfactory (0 to 1); Unsatisfactory (1.1 to 2); Moderately Satisfactory (2.1 to 3); Satisfactory (3.1 to 4); Highly satisfactory (4.1 to 5); Not demonstrated (ND).