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United Nations Development Programme

INDEPENDENT COUNTRY PROGRAMME EVALUATION PERU



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HUMAN DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability
responsiveness MANAGING FOR RESULTS relevance COORDINATION AND DEVELOPMENT
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INDEPENDENT COUNTRY PROGRAMME EVALUATION: Peru

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FOREWORD

It is my pleasure to present the Independent Country Programme Evaluation (ICPE) of the United Nations Development Programme (UNDP) in Peru. The evaluation was conducted by the UNDP Independent Evaluation Office (IEO) in 2021, and covers the period 2017–2021. This is the second country-level assessment conducted by IEO in Peru. The evaluation has been carried out in close collaboration with the UNDP Peru country office and Regional Bureau for Latin America and the Caribbean.

The Government of Peru and UNDP have worked in partnership since 1961. Over the last five years, the UNDP strategy has been structured around four pillars: (i) Inclusive and sustainable growth and development; (ii) Social protection and quality basic services; (iii) Institutions and transparency; and (iv) Citizenship and peace.

The evaluation found that UNDP is a valued and trusted partner that is well positioned to address human development challenges in Peru. The recognized neutrality and comparative advantage of UNDP has allowed the country office to participate in key areas of development in Peru, such as decentralization, sustainable growth, transparency and access to justice.

UNDP has adapted its work to remain relevant to the country's evolving development context, in particular during the COVID-19 pandemic, supporting the Government with timely evidence, awareness campaigns and the establishment of coordination platforms in remote areas.

While UNDP has successfully promoted an integrated regional approach for environmentally sustainable economic development, few transformational results were achieved on gender equality and women's or youth empowerment.

I would like to thank the Government of Peru, the various national stakeholders, colleagues at the UNDP Peru country office and the UNDP Regional Bureau for Latin America and the Caribbean who graciously provided their time, information and support throughout this evaluation. I have every confidence that the findings, conclusions and recommendations of this independent evaluation report will help to strengthen the formulation of the next UNDP country programme strategy in Peru, for a more inclusive and sustainable recovery.



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ACRONYMS AND ABBREVIATIONS

CbA	Community-based adaptation
CEPLAN	National Strategic Planning Centre
COFIDE	Peruvian Development Finance Corporation
COVID-19	Coronavirus disease 2019
CPD	Country programme document
CSO	Civil society organization
DRM	Disaster risk management
EbA	Ecosystem-based adaptation
FAO	United Nations Food and Agriculture Organization
GARD	Get Airports Ready for Disaster programme
GBV	Gender-based violence
GEF	Global Environment Facility
GEWE	Gender equality and women's empowerment
GHG	Greenhouse gas
GIS	Georeferenced Information System
GRADE	Development Analysis Group
GRES	Gender Results Effectiveness Scale
HDR	Human Development Report
ICPE	Independent Country Programme Evaluation
IEO	Independent Evaluation Office
IFI	International financial institution
INDECI	National Civil Defence Institute
INEI	National Institute of Statistics and Informatics
IOM	International Organization for Migration
IWRM	International waters resource management
JNE	National Elections Jury
M&E	Monitoring and evaluation
MEF	Ministry of Economy and Finance
MIDIS	Ministry of Development and Social Inclusion
MIMP	Ministry of Women and Vulnerable Populations
MINAM	Ministry of the Environment
MINEM	Ministry of Energy and Mines
MML	Metropolitan Municipality of Lima

MPI	Multidimensional Poverty Index
MRV	Measurement, reporting and verification
NAMA	Nationally Appropriate Mitigation Action
NDC	Nationally Determined Contribution
NORAD	Norwegian Agency for Development Cooperation
OECD	Organization for Economic Cooperation and Development
PAHO	Pan American Health Organization
PCM	Presidency of the Council of Ministers
PNSI	National Development and Social Inclusion Policy
PNGRD	National Disaster Risk Management Policy
PRIDER	Inclusive Rural Business Development programme
PRODOC	Project Document
PRODUCE	Ministry of Production
RBLAC	Regional Bureau for Latin America and the Caribbean
RBM	Results-based management
RDA	Regional Development Agency
ROAR	Results-Oriented Annual Report
RRF	Rapid Response Facility
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal
SDI	State Density Index
SERNANP	National Service for Protected Natural Areas
SINAGERD	National Disaster Risk Management System
SNEJ	National Specialized Justice System
TDPS	Titicaca-Desaguadero-Poopo-Salar de Coipasa
ToC	Theory of change
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNHCR	United Nations Refugee Agency
UNICA	Credit and Savings Union
UNODC	United Nations Office on Drugs and Crime
UPR	Universal Periodic Review
VNR	Voluntary National Review
WFP	World Food Programme
WHO	World Health Organization

Evaluation Brief: Peru

The Republic of Peru is a diverse country covering three regions: the Coast, the Andes and the Amazon. Historically, the Peruvian economy has undergone structural changes. After 2000, the country experienced economic expansion, public investment and reductions in poverty and income inequality, but economic growth declined between 2014 and 2019 due to a decrease in the price of copper and the economic slowdown of key partners. In 2018, the economy recovered due to growth in domestic demand, private investment and consumption. Despite being an upper-middle income country, Peru suffers from poverty and inequality.

In 2020, the Coronavirus disease 2019 (COVID-19) outbreak and strict measures to combat the pandemic in Peru generated an economic downturn and healthcare crisis. However, the economy started to recover in the first trimester of 2021 as domestic demand and consumption strengthened and economic reactivation measures were implemented. The country was also affected by the Venezuelan crisis, becoming an important recipient of immigrants.

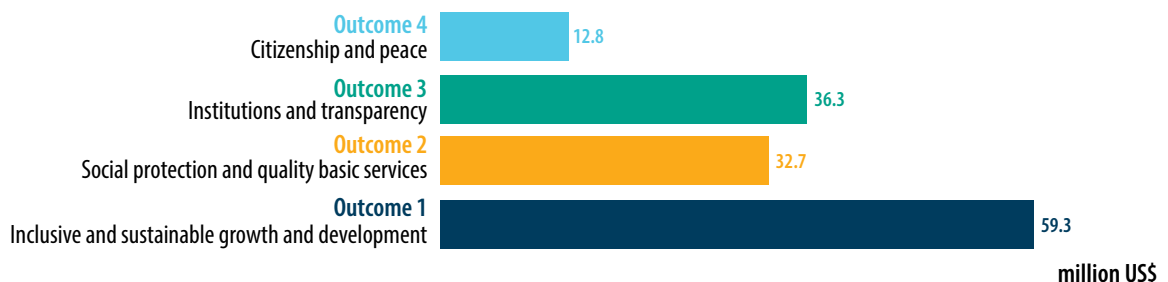
Peru has an unstable political history, marred by human rights violations and corruption. Peruvian democracy was challenged by the debt crisis and internal armed conflict. After a transitional government and elections in 2001, governments between 2001 and 2018 restored some degree of democracy and economic development. However, due to their implication in corruption cases, four appointed presidents have either been sent to jail or are fugitives from justice. After the most recent general elections, Pedro Castillo was pronounced President of Peru in July 2021.

Approximately 60 percent of Peruvian territory is covered by the Amazon rainforest, one of the most biodiverse areas of the world. However, unsustainable development practices resulting in deforestation, land use change and habitat loss threaten Peru's fragile biodiversity and ecosystems. Peru is also vulnerable to natural disasters, including earthquakes, volcanoes, landslides and climatological events.

The current Country Programme Document (CPD) 2017-2021 was developed in accordance with the priority areas identified in the United Nations Development Assistance Framework 2017-2021. All outcomes in the CPD are aligned with the National Strategic Development Plan and sectoral plans, as well as with the 2030 Agenda for Sustainable Development.

The 2017-2021 CPD for UNDP Peru focused on four main areas of intervention: Inclusive and sustainable growth and development (Outcome 1); Social protection and quality basic services (Outcome 2); Institutions and transparency (Outcome 3); and Citizenship and peace (Outcome 4).

Programme expenditure by outcome, 2017-2021



Findings and conclusions

UNDP is strategically positioned as a trusted partner of national authorities. This is the result of its long history of support, its reputation and neutrality. UNDP has also been recognized for its assistance in strengthening national, regional and municipal institutions and improving democratic governance and transparency. Relevant contributions in this programme cycle include UNDP support to access to justice for victims of violence against women, decentralization and conflict prevention, and its strong focus on 'Leave No One Behind'. In this programme cycle, UNDP also succeeded in integrating ecosystem conservation with inclusive and sustainable development.

In the area of inclusive and sustainable growth and development, the UNDP regional approach to climate change strengthened local governance mechanisms for ecosystem conservation. In addition, UNDP work with national and subnational institutions on disaster risk management resulted in the development of relevant legislative and regulatory provisions. UNDP also contributed to the economic empowerment of Peruvian women and indigenous populations during this programme cycle, before and during the COVID-19 pandemic.

In the area of social protection and quality basic services, UNDP faced challenges in terms of effectiveness, added value and sustainability. However, recent initiatives are showing more promising results, regarding migrants from Venezuela and indigenous populations. In addition, UNDP has worked with justice agencies to strengthen the interoperability of institutions with responsibility for protection and justice for victims of violence against women. Furthermore, UNDP and its partners have contributed to the enhancement of community-level participation and leadership, while creating local livelihood alternatives for women and youth facing violence.

In the area of institutions and transparency, UNDP has contributed to the decentralization and multilevel management of public administrations, to advance development planning and expand the coverage of basic services. UNDP has also contributed to strengthening interaction between central, regional and municipal governments. UNDP played a central role within the United Nations system in the development of the COVID-19 socioeconomic response and recovery plan, and added value to the national response to the pandemic. However, in comparison to other countries in the region, UNDP played a lesser role in supporting the government response to the pandemic in terms of social protection or procurement.

In the area of citizenship and peace, UNDP has contributed to national political dialogue and citizen participation processes for the collective construction of a new vision for the country. UNDP also promoted dialogue as a way to channel citizen demands towards government institutions, emphasizing conflict prevention and management, as well as longer-term sustainable development issues. Lastly, UNDP participated in the development of human rights instruments, including the National Human Rights Plan.

UNDP mobilized a lower amount of resources than expected over the period 2017-2021 (below 85 percent of its target). While the execution rate has remained high, this has seen a declining trend since 2017, with 87 percent execution in the current programming cycle compared to 98 percent in the previous cycle. This decline is due, in part, to the low execution rate of the citizenship and peace area (outcome 4), at 58 percent, and the impact of the pandemic on delivery and programme activities. The high execution rate is the result of close management and monitoring of delivery and expenditure, as well as a programme approach which enables the identification of portfolio synergies and increases the efficient use of resources.

Recommendation 1. Theory of change and monitoring and evaluation: In developing the new CPD, extra care should be taken to develop a thorough theory of change for the new programme, and ideally for each of its outcomes. This exercise should guide the formulation of the CPD and its results framework, and be used as a basis for establishing substantive dialogue with the Government and all relevant partners.

Recommendation 2. Programmatic focus: In framing the next country programme, UNDP should consider increasing its focus on government digitalization, youth engagement and empowerment, while also pursuing efforts to refine and scale-up its regional approach. Actions promoting post-pandemic socioeconomic recovery should be mainstreamed across all outcome areas, with particular emphasis on economic reactivation strategies that leave no one behind.

Recommendation 3. Partnership, communication and mobilization: UNDP should further leverage its partnerships with United Nations agencies, development banks and non-state actors.

Recommendation 4. Gender and Leaving No One Behind: UNDP should maintain its efforts to strengthen the gender dimension of its programme, building on results and lessons from the implementation of its gender strategy 2017-2021 and initiatives in support of gender equality and women's empowerment (GEWE) to fully integrate GEWE into its portfolio. Cross-sector and cross-portfolio synergies with transformative potential for women should be developed and integrated in support of the Government's gender needs.

CHAPTER 1

BACKGROUND AND INTRODUCTION



This chapter presents the purpose, objectives and scope of the evaluation, as well as the methodology applied. It lays out the development context of Peru before introducing the UNDP country programme.

1.1 Purpose, objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluations (ICPEs) to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level, as well as the effectiveness of the UNDP strategy to facilitate and leverage national efforts for achieving development results. The ICPE also considers the level to which UNDP has been able to adapt to the COVID-19 crisis and support the country's preparedness, response and recovery to the pandemic. ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹

This is the second country-level evaluation conducted by UNDP in Peru, after the Assessment of Development Results carried out in 2009 by the IEO.² This ICPE covers the period from 2017 to June 2021 of the current country programme cycle (2017-2021). The scope of the ICPE includes a sample of UNDP activities in the country, and interventions financed by all funding sources including UNDP core resources, donor and government funds. The ICPE also covers some projects and activities from the previous programme cycle that continued or concluded in the current one, in accordance with the evaluation Terms of Reference (Annex 1, available online).

The ICPE is guided by four main evaluation questions (Box 1). It presents findings, conclusions and recommendations, as an input to the development of the new CPD for UNDP Peru, covering 2022-2026.

The main audiences for the evaluation are the UNDP Peru country office, the Regional Bureau for Latin America and the Caribbean (RBLAC), the UNDP Executive Board and the Government of Peru.

1.2 Evaluation methodology

The evaluation assessed the effectiveness of the UNDP programme by analysing progress towards the expected outputs, and the extent to which these outputs contributed to the outcomes defined in the CPD. To better understand UNDP performance and the sustainability of results, the ICPE then examined the specific factors that have influenced the programme, positively or negatively. UNDP capacity to adapt to the changing context and respond to national development needs and priorities was also examined.

BOX 1. Evaluation questions

1. What did the UNDP country programme intend to achieve during the period under review?
 2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
 3. To what extent has UNDP been able to adapt to the COVID-19 pandemic and support country's preparedness, response and recovery process?
 4. What factors contributed to or hindered UNDP performance and the sustainability of results?
-

¹ See <http://web.undp.org/evaluation/policy.shtml>.

² ADRs covered two programme cycles while the ICPE methodology covers one. For the previous ADR of Peru see <http://web.undp.org/evaluation/evaluations/adr/peru.shtml>.

The ICPE was conducted according to the approved IEO process. Following the development of the terms of reference, the IEO covered a sample of 55 projects (N=93³), selected through a purposive sample based on the following criteria: budget versus financial expenditure, coverage of outcomes and outputs, programme portfolio size, thematic areas (projects covering COVID-19, gender and partnerships) and number of days available to conduct the evaluation. Consultations were held with the country office to finalize the selection of projects for in-depth review.

With the outbreak of the COVID-19 pandemic, in consultation with the country office, the ICPE team decided to conduct the evaluation remotely, adapting its methodology to the circumstances while still respecting evaluation norms and professional standards.

The evaluation relied on information collected from different sources, and triangulated to the extent possible. Data from available documents (strategies, project documents, monitoring reports, evaluations) were complemented by information available online and 138 interviews with UNDP staff and stakeholders from May to June 2021.⁴ This allowed further insights on the effectiveness of programme interventions, factors affecting its performance and the strengths and areas for improvement of the UNDP programme. In addition, preliminary findings were presented for validation with the country office Resident Representative, Deputy Resident Representative and Strategic Planning Officer.

The evaluation integrated a gender-responsive evaluation approach to data collection and analysis. Gender marker data were used to analyse gender programme expenditure and assess the level of commitment to gender equality and women's empowerment (GEWE).⁵ Sex-disaggregated data were assessed against programme outputs, where available. The IEO gender results effectiveness scale (GRES) was used to assess the quality and level of gender-related results achieved by the programme for the different outcomes. GRES classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, and gender transformative.

The draft ICPE report went through an internal and external quality assurance process before being submitted to the country office and RBLAC for review and identification of factual errors, and finally shared with the Government and other national partners. This process concluded with a videoconference workshop with the main stakeholders of the programme, offering another opportunity to discuss the results and recommendations of this report.

Evaluation limitations

Due to the outbreak of the COVID-19 pandemic, the ICPE team had to conduct the evaluation remotely, adapting its methodology to rely more on desk review of available material and online consultations, complemented by email exchanges with stakeholders. A further limitation was the short timeframe for the evaluation, since the country programme was expected to be assessed and completed in 2020.⁶ Accordingly, the evaluation team had to adapt the ICPE evaluation methodology, for example omitting the pre-mission questionnaire, judgmental sampling, etc.

³ Total number of active projects during 2017-2021, some of which were initiated before the current programme cycle.

⁴ The main documents consulted by the evaluation team are listed in annex 4 available online. A full list of interviewees is available in Annex 3 online.

⁵ A corporate monitoring tool used to assign a rating score to project outputs during their design phase and track planned expenditure towards outputs that contribute to achieving GEWE. The gender marker does not reflect actual expenditure assigned to advancing GEWE. As the gender marker is assigned by project output and not project ID, a project might have several outputs with different gender markers. GEN 0 (no noticeable contributions to gender equality), GEN 1 (some contributions to gender equality), GEN 2 (significant contributions to gender equality) and GEN 3 (gender equality is the principal objective).

⁶ Mainly due to lengthy deliberations on whether to extend the current UNDAF.

To mitigate these challenges, the evaluation team prolonged the consultation period and broadened the scope and depth of its secondary data review by including external reviews, assessments and evaluations and country progress reports, including decentralized evaluations, to cross-reference the data and validate findings. Finally, the evaluation team recruited three international consultants and a national research institute to review the draft ICPE report. Despite the challenges and delays, the evaluation was still able to guarantee respect for evaluation norms and professional standards.

1.3 Country context

The Republic of Peru is a very diverse country, with three regions: the Coast, the Andes and the Amazon. The population of Peru was estimated at 33.3 million people in 2021, of whom 79.3 percent lived in urban areas, 25.8 percent defined themselves as indigenous and 3.6 percent as Afro-Peruvians.⁷

The Peruvian economy has undergone structural changes in the last decades, with economic expansion, increased public investment and a reduction in poverty and income inequality.⁸ However, between 2014 and 2017, economic growth slowed due to a decrease in the price of copper, Peru's principal export commodity, as well as the impact of the '*El Niño Costero*' phenomena⁹ and the *Lava Jato* corruption case.¹⁰ The economy is not well diversified, and strongly relies on natural resources, but in 2018, economic activity improved due to the recovery of domestic demand, private investment and consumption.¹¹ Despite being an upper-middle income country,¹² and ranking 79 out of 189 countries in the Human Development Index,¹³ Peru suffers from poverty and inequality. Between 2019 and 2020, as a result of the COVID-19 pandemic, the proportion of the population living in poverty rose from 20.2 percent to 30.1 percent.¹⁴ Inequality, measured by the Gini coefficient, was 41.5.¹⁵

Peru's restrictive measures to combat the pandemic, such as stay-at-home orders, curfews and border closures, led to an economic downturn in 2020. The economy started to recover in the first trimester of 2021, showing GDP growth of 3.8 percent compared to the previous year thanks to the recovery of domestic demand, increased consumption and economic reactivation measures to support families and businesses.¹⁶ The labour market was also hit by the pandemic, with unemployment increasing from 8.8 percent in the second trimester of 2020 to 12 percent in the same period of 2021. The informal employment sector, which stood at 68.4 percent of the total employed in 2020, could not comply with quarantine measures.

The pandemic exposed a healthcare crisis in the country. Although Peru has made progress with the universality of Comprehensive Health Insurance, coverage is still not available to the entire population, with greater impact on vulnerable groups such as people living in remote areas, unemployed, refugees and migrants.¹⁷ By mid-2021, the Government of Peru had recorded 2,033,606 cases of COVID-19, and

⁷ INEI. Nota de Prensa (N° 109 – 21 junio 2019).

⁸ Inter-American Development Bank Group. Country Strategy with Peru (2017-2021).

⁹ Relief Web et al (2017). Learning from El Niño Costero. <https://reliefweb.int/sites/reliefweb.int/files/resources/Peru%20PERC%20171031%20EN%20online.pdf>.

¹⁰ Central Reserve Bank of Peru (2019) Annual Report 2018.

¹¹ OECD (2019) Multidimensional Review of Peru, Volume 2. From Analysis to Action. <https://www.oecd-ilibrary.org/sites/d9afddddd-en/index.html?itemId=/content/component/d9afddddd-en>.

¹² World Bank data. <https://data.worldbank.org/?locations=XT-PE>.

¹³ UNDP (2020) Human Development Report Peru. http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/PER.pdf.

¹⁴ INEI (2021) Press release. <https://www.inei.gob.pe/prensa/noticias/pobreza-monetaria-alcanzo-al-301-de-la-poblacion-del-pais-durante-el-ano-2020-12875>.

¹⁵ The World Bank (2018) Gini index Peru, <https://data.worldbank.org/indicator/SI.POV.GINI?locations=PE>.

¹⁶ INEI, Behaviour of the Peruvian Economy in the First Quarter of 2021. <https://www.inei.gob.pe/media/MenuRecursivo/boletines/02-informe-tecnico-pbi-i-trim-2021.pdf>.

¹⁷ National Superintendence of Health (2020). Technical Report: Analysis and Identification of people not insured in health at the national level.

approximately 190,906 deaths.¹⁸ The country is currently administering COVID-19 vaccines by age group, prioritizing orphans and people suffering from rare diseases.¹⁹ Peru also faces a public health problem in relation to malnutrition, associated with poverty and inequality. In 2020, 12 percent of children under five suffered from chronic malnutrition across Peru, rising to 25 percent in rural areas. Furthermore, in 2020, 40 percent of children aged 6 to 35 months suffered from anaemia, up to 48 percent in rural areas.²⁰

In 2019, Peru had a gender inequality index of 0.395, ranking 87 out of 162 countries,²¹ and ranked 62 out of 156 countries in the 2021 Global Gender Gap Report, positioning it at 17 out of 26 countries in the Latin America and the Caribbean region.²² Women are vulnerable to poverty, with one half of women in the country living in poverty.²³ Female participation in the labour market is 44.1 percent, lower than men at 55.9 percent,²⁴ and women tend to work fewer hours due to the time spent on childcare and domestic responsibilities, leading to a gender pay gap of 29.6% according to the National Institute of Statistics.²⁵ 58.4 percent of poor women participate in the labour market and 25.3 percent are dedicated to the household.²⁶

Gender-based violence (GBV) is a serious problem in Peru. Between January and May 2021, 1,922 GBV cases were reported, and 59 femicides 20 violent deaths²⁷ and 60 femicide attempts registered with the Peruvian Ombudsman.²⁸ The COVID-19 quarantine caused a massive increase in GBV incidence, leading the Ministry of Women and Vulnerable Populations (MIMP) to provide care to women, children and adolescent victims of violence through the National 'Aurora' Programme for the prevention and eradication of violence against women and family members.²⁹

In relation to diversity in elected positions, Peru ranks 31 out of 156 countries in the Political Empowerment sub-index,³⁰ with 26.2 percent of seats in the National Assembly held by women in 2020,³¹ below the regional average of 32.9 percent.³² In 2019, Law 30996 was enacted to guarantee gender parity and alternation on electoral lists with a target of a 40 percent gender quota in the 2021 elections and 50 percent by 2031.³³ According to data from the 2020 Congressional Candidates Survey, 29 percent of candidates self-identified as indigenous, and fewer than 1 percent identified themselves as afro-descendant.³⁴

The Republic of Peru has had a turbulent political history including human rights violations and corruption. From 1980 to 1990, democracy was challenged by the debt crisis and internal armed conflict generated by the revolutionary communist party and terrorist organization, the Shining Path. Over 60,000 people are

¹⁸ Government of Peru, Ministry of Health (2021) . COVID-19 Peru, 1, https://covid19.minsa.gob.pe/sala_situacional.asp.

¹⁹ Government of Peru, Ministry of Health (2021). Protocol for the vaccination of orphan and people suffering from rare and diseases.

²⁰ INEI (2021) Press Release, <https://www.inei.gob.pe/prensa/noticias/el-121-de-la-poblacion-menor-de-cinco-anos-de-edad-del-pais-sufrio-desnutricion-cronica-en-el-ano-2020-12838>.

²¹ UNDP (2019) HDR, Gender Inequality Index.

²² World Economic Forum (2021) Global Gender Gap Report. http://www3.weforum.org/docs/WEF_GGGR_2021.pdf

²³ INEI (2019) press release. <https://www.inei.gob.pe/prensa/noticias/pobreza-monetaria-alcanzo-al-202-de-la-poblacion-en-el-ano-2019-12196>.

²⁴ INEI (2021) press release. <https://www.inei.gob.pe/media/MenuRecursivo/boletines/06-informe-tecnico-mercado-laboral-mar-abr-may-2021.pdf>.

²⁵ INEI (2019) Peru Gender Gaps 2019, Progress towards equality between women and men.

²⁶ Ibid.

²⁷ Not yet typified as femicides as they need to legally prove they occurred as an extreme act of gender violence.

²⁸ Ombudsman's Office, (2021) Report of Equality and No Violence, N°16. <https://www.defensoria.gob.pe/wp-content/uploads/2021/06/Reporte-16-Qu%C3%A9-pas%C3%B3-con-ellas.pdf>.

²⁹ MIMP press release. <https://www.gob.pe/aurora>.

³⁰ World Economic Forum (2021), Global Gender Gap Report. http://www3.weforum.org/docs/WEF_GGGR_2021.pdf.

³¹ ECLAC Peru. (2020) Gender Equality Observatory for Latin America and the Caribbean. <https://oig.cepal.org/en/countries/peru>.

³² World Bank Data, proportion of seats held by women in national parliaments.

³³ Ombudsman's Office (2021), The right to elect and be elected: the political participation of women in the 2020 extraordinary congressional elections.

³⁴ JNE (2021), electoral profile, general elections 2021, political participation of vulnerable populations.

estimated to have died from political violence in Peru between 1980 and 2000. The political crisis culminated in the election of an outsider, Alberto Fujimori, in 1990, followed by his self-coup in 1992.³⁵ Under Fujimori, the constitution was suspended, Congress was closed and the leader of the Shining Path was captured, leading to the reinstatement of political peace. In 1995, Fujimori was re-elected for a second term and for a third in 2000. However, the discovery of a network of corruption forced him to resign.

After a transitional government and elections in 2001, governments over the period 2001-2018 restored some degree of democracy and economic development. However, due to their implication in corruption cases, such as *Lava Jato* and human rights violations, the four presidents appointed over this period have either been sent to jail or are fugitives from justice.³⁶ According to the 2020 Transparency International Corruption Perceptions Index, Peru scored 38/100, five points lower than the regional average of 43.³⁷ After general elections in April and June 2021, Pedro Castillo was pronounced President of Peru by the National Elections Jury (JNE) on 19 July 2021.

At the end of 2020, Peru was host to an estimated 1.1 million Venezuelans, approximately 490,000 of whom were asylum-seekers. In 2017, in an effort to regularize their immigration status, the Government established a temporary residence permit for Venezuelans who had entered Peru legally.³⁸ Other migrants are categorized as asylum seekers, refugees, PTP applicants and immigration card holders with special immigration or worker migratory status. Over the years, the Government has adopted measures to restrict the entry of Venezuelans into the country, and in October 2020, a Supreme Decree (010-2020) adopted exceptional and temporary solutions for the regularization of migrants who entered the country unofficially.³⁹

Peru has the fourth largest rainforest cover in the world, with approximately 60 percent of its territory covered by the Amazon rainforest, one of the most biodiverse areas in the world.⁴⁰ Peru has more than 20,375 species of flora (including more than 4,500 of potato), 2,145 species of fish (the highest in the world) and 1,847 of birds (third highest in the world).⁴¹ However, unsustainable development practices have led to deforestation, land use change and habitat loss, threatening its already fragile ecosystems, including natural and social capital. Migratory agriculture is the main driver of deforestation.⁴² In 2019, the Ministry of Environment (MINAM) was able to decrease deforestation levels in the Amazon region by 4.1 percent compared to 2018, through the 'Forests Programme',⁴³ but deforestation increased again in 2020.⁴⁴ Moreover, Peru's Andean and marine ecosystems are threatened by multiple anthropogenic pressures such as urban pollution, industrial and agricultural activities in the coastal zone and overfishing.⁴⁵

³⁵ McClintock, C (2019) *Peru's Cleavages, Conflict and Precarious Democracy*. Oxford University Press. <https://oxfordre.com/politics/view/10.1093/acrefore/9780190228637.001.0001/acrefore-9780190228637-e-1706>.

³⁶ Human Rights Watch (2018) *Peru Events of 2018*. <https://www.hrw.org/world-report/2019/country-chapters/peru>.

³⁷ Transparency International, (2020). <https://www.transparency.org/en/countries/peru>.

³⁸ UNHCR. Global Focus, Peru. <https://reporting.unhcr.org/peru>.

³⁹ *El Peruano*, Bicentennial Official Journal, D.S. 010-2020. <https://busquedas.elperuano.pe/normaslegales/decreto-supremo-que-aprueba-medidas-especiales-excepcionales-decreto-supremo-n-010-2020-in-1895950-4>.

⁴⁰ Yale School of Environment, *Global Forest Atlas*.

⁴¹ UNDP, *Biodiversity Finance Initiative*. <https://www.biodiversityfinance.net/peru>.

⁴² *Nivel de Referencia de Emisiones Forestales propuesto por Perú, 2015*. https://redd.unfccc.int/files/2015_submission_frel_peru_es.pdf.

⁴³ MINAM, (2020) *Deforestación se reduce en diez regiones con bosques amazónicos*. <http://www.bosques.gob.pe/notasdeprensa/deforestacion-se-reduce-en-diez-regiones-con-bosques-amazonicos>.

⁴⁴ *GeoBosques – Bosques e Perda de Bosques*. <http://geobosques.minam.gob.pe/geobosque/view/perdida.php>.

⁴⁵ MINAM (2019) *Informe Nacional sobre el Estado del Ambiente 2012-2019*. https://sinia.minam.gob.pe/inea/wp-content/uploads/2021/07/INEA-2014-2019_red.pdf.

As a signatory of the United Nations Framework Convention on Climate Change (UNFCCC), Peru reports on national greenhouse gas (GHG) inventories and programmes with mitigation and adaptation actions against climate change. Through its National Energy Policy 2010-2040, the country is strengthening its energy matrix to achieve self-sufficiency, with a strong emphasis on renewable energies and promoting an energy sector with minimal environmental impact and low carbon emissions.⁴⁶ In the Climate Ambition Summit 2020, Peru reaffirmed its commitment to the Paris Agreement and pledged to decrease carbon emissions to 30-40 percent by 2030, with the objective of becoming carbon neutral by 2050.⁴⁷ Despite Peru's support for sustainable development, the country has not signed the Regional *Escazú* Agreement on access to information, public participation and justice on environmental issues.⁴⁸

Peru is vulnerable to natural disasters, including earthquakes, volcanoes, landslides and climatological events, due to its location and inappropriate land use practices. In 2017, flooding caused by *El Niño Costero* affected over 1.5 million people, causing 162 deaths and damaging hundreds of thousands of homes.⁴⁹ According to the United Nations Economic Commission for Latin America and the Caribbean, Peru has "medium high" water stress, ranking fourth in Latin America and the Caribbean.⁵⁰ Peru has witnessed several social conflicts related to land and natural resources, in particular around extractive industries. In September 2021, 64 percent of the total active socio-environmental conflicts were related to mining activities (61 cases), and 23 percent were conflicts over hydrocarbon activities (22 cases).⁵¹

1.4 UNDP programme under review

UNDP cooperation with Peru began in 1961 with the signature of the Model Basic Assistance Agreement, the legal basis for its relationship with the Government. Work carried out by UNDP Peru during the period under review was guided by the 2017-2021 Country Programme Document (CPD), which was developed in accordance with the priority areas identified in the 2017-2021 United Nations Development Assistance Framework (UNDAF). All outcomes in the CPD were aligned with the National Strategic Development Plan developed by the National Strategic Planning Centre (CEPLAN), sectoral plans,⁵² and the 2030 Agenda for Sustainable Development.

⁴⁶ MINEM, (2021) Press Release, <https://www.gob.pe/institucion/minem/noticias/483635-minem-impulsa-proyectos-para-alcanzar-el-15-de-la-generacion-electrica-con-rer-al-2030>.

⁴⁷ MINAM. <https://www.gob.pe/institucion/minam/noticias/320326-peru-incrementa-su-ambicion-climatica-para-reducir-en-40-sus-emisiones-de-carbono-hacia-el-ano-2030>.

⁴⁸ <https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=26159&LangID=E>.

⁴⁹ ISET (2018) Learning from El Niño Costero 2017: Opportunities for Building Resilience in Peru., <https://reliefweb.int/report/peru/learning-el-ni-o-costero-2017-opportunities-building-resilience-peru-october-2017>.

⁵⁰ ECLAC (2020) The environmental tragedy of Latin America and the Caribbean. <https://www.cepal.org/en/publications/46105-environmental-tragedy-latin-america-and-caribbean-offprint>.

⁵¹ The Ombudsman's Office (2021), Report of social conflicts, N. 211. <https://www.defensoria.gob.pe/wp-content/uploads/2021/10/Reporte-Mensual-de-Conflictos-Sociales-N%C2%B0-211-setiembre-2021.pdf>.

⁵² The Multiannual Sector Strategic Plan is the document prepared by Ministries of the Executive for each sector under their leadership. <https://www.ceplan.gob.pe/planes-sectoriales>.

The principal focus of the CPD is to contribute to the sustained eradication of extreme poverty and significant reduction of inequality by addressing overarching development challenges linked to the national priorities of accession to the Organisation for Economic Cooperation and Development (OECD). The UNDP CPD was developed to contribute to various Sustainable Development Goals (SDGs),⁵³ and focused on four outcome areas:

Outcome 1. By 2021, people living in poverty and vulnerability improve access to decent livelihoods and productive employment by means of sustainable development that strengthens social and natural capital, integrating an adequate management of risk.

Outcome 2. By 2021, people living in poverty and vulnerability improve their access to quality, universal basic services and to an inclusive system of social protection that allows them to exercise their rights and to have fair access to development opportunities.

Outcome 3. By 2021, public management is more efficient, effective, transparent and equitable, thus increasing the confidence of the people in institutions.

Outcome 4. By 2021, people living in poverty and vulnerability improve their exercise of freedoms and rights in a framework of peace and lawfulness.

In the area of *inclusive and sustainable growth and development (Outcome 1)*, UNDP planned to integrate sustainability, disaster risk management (DRM) and regional approaches towards inclusive and sustainable growth and development. UNDP also aimed to provide capacity-building to national institutions, implement policies and mechanisms and establish multilateral agreements for sustainable natural resource management, climate change adaptation, energy efficiency and biodiversity and ecosystems conservation. Contributions were also planned to promote economic empowerment, the structural transformation of employment-intensive productive capacities and resilient livelihoods for people living in poverty, especially women and youth. Subnational government capacity for local green economic development would also be strengthened, particularly in the Amazon. Gender mainstreaming interventions under this outcome aimed to promote women's economic autonomy, reducing the gender divide at work and improving data on the situation of women in Peru.

In the *social protection and quality basic services area (Outcome 2)*, UNDP intended to improve social protection, access to quality services and sustainable economic opportunities to reduce extreme poverty and inequalities in the country. To enhance statistical systems in support of evidence-based data, UNDP aimed to provide capacity-building and policy advice and promote South-South cooperation with Latin American statistics institutions for the routine measurement of multidimensional poverty. UNDP planned to develop and disseminate the Human Development Index, State density and other indices in partnership with national and academic institutions. As part of this outcome, UNDP planned to support access to

⁵³ SDGs 1, 5, 8, 9, 10, 11, 13, 14, 15, 16 and 17.

justice for disadvantaged groups, particularly women, by strengthening the justice system, facilitating policy-making capacity for citizen security and promoting the prevention and improvement of responses to violence, with a focus on youth and GBV.

In the *institutions and transparency area (Outcome 3)*, with the support of international and local partners, UNDP planned to improve efficiency, effectiveness and transparency as the key components of good public governance and integrity, in line with OECD recommendations, to ensure equitable access to quality basic services. Strengthened policy advice and technical assistance aimed to ensure results-oriented and multiyear planning and budgeting capacity, while integrating a regional approach in the Government's development planning. In addition, under this outcome, UNDP aimed to support government efforts to fight corruption, secure efficient and effective public institutions, promote decentralization, strengthen national and subnational accountability and comply with the obligations of open government. UNDP also planned to support the Government, private sector and civil society organizations (CSOs) in the implementation and monitoring of the SDGs and enhance the disaggregation and differentiation of statistical data to ensure that no one is left behind.

In the *citizenship and peace area (Outcome 4)*, UNDP planned to support active citizenship, dialogue, peace and participatory democracy to foster inclusive and sustainable development, while preventing social conflict in the country. UNDP aimed to integrate human rights approaches and inclusive mechanisms to overcome inequality, discrimination and exclusion. UNDP also planned to focus on enhancing electoral reform to advance stronger and transparent systems of democratic governance and promote the political participation of women, indigenous and afro-descendant people in electoral processes.

During the period under evaluation, UNDP implemented 93 projects - 62 for Inclusive and sustainable growth and development (Outcome 1); 13 for Social protection and quality basic services (Outcome 2); seven for Institutions and transparency (Outcome 3); and 12 for Citizenship and peace (Outcome 4).⁵⁴

⁵⁴ Outcome 1 is mostly composed of DIM projects funded by international cooperation, whilst the other outcomes are mostly NIM with government cost-sharing. The "Strengthening social protection for indigenous peoples - COVID-19 Peru" project (ID 00126922) is under Outcome 1 (Output ID 00120940) and Outcome 2 (Output ID 00120851).

CHAPTER 2

FINDINGS



This section of the report assesses UNDP contributions to the CPD outcomes, outputs, crosscutting issues and analyses the key factors that affected the achievement of expected results.

2.1 Inclusive and sustainable growth and development

CPD Outcome 1. By 2021, people living in poverty and vulnerability improve access to decent livelihoods and productive employment by means of sustainable development that strengthens social and natural capital, integrating an adequate management of risk.

Related outputs:

OUTPUT 1.1. National and subnational capacities strengthened to implement policies, plans or other instruments of sustainable and inclusive development.

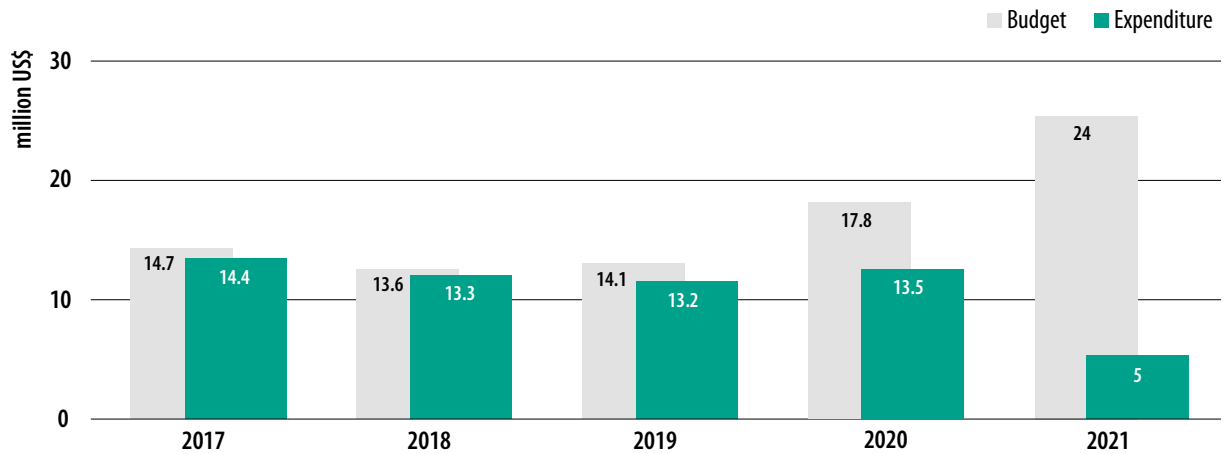
OUTPUT 1.2. National and subnational capacities strengthened for sustainable management of natural resources, ecosystem services, mitigation, and adaptation to climate change.

OUTPUT 1.3. National/subnational systems and institutions enabled to achieve structural transformation of productive capacities that are sustainable and employment and livelihood intensive.

During this programme cycle, 62 projects with 80 project outputs were implemented under this outcome, with a budget of \$84.2 million and expenditure of \$59.3 million at the time of the evaluation. This is the largest outcome area in terms of expenditure (\$59.3 million corresponding to 42 percent of total programme expenditure) and reached a 70 percent execution rate.⁵⁵ 35 projects (15 percent of expenditure) were directly implemented by UNDP (DIM), 22 projects (78 percent of expenditure) were nationally implemented (NIM) and five projects (7 percent of expenditure) were implemented through support to NIM (NIM-LOA). This portfolio was primarily funded by the Global Environment Facility (GEF) Trust Fund (55 percent of expenditure) and the Government of Norway (15 percent). This outcome has enjoyed the solid and long-standing national leadership of the Ministries of Environment, Production and Agriculture, with different kinds of government cost-sharing.

⁵⁵ The financial resources correspond to the period: 2017 to June 2021.

FIGURE 1. Evolution of budget and expenditure in the area of inclusive and sustainable growth and development



Source: Data from Power BI as of 11 June 2021

Finding 1. Territorial approach and sustainable livelihoods: The UNDP territorial approach to climate change is an effective strategy that has strengthened local governance mechanisms for ecosystem conservation by fostering community participation and strengthening sustainable livelihoods, especially in the Amazon region. With demonstrated effectiveness, opportunities exist for UNDP to support the scale-up or replication of the strategy in other regions of the country.

UNDP has been integrating ecosystem-based adaptation (EbA) and community-based adaptation (CbA) approaches at territorial level to stimulate socioeconomic development, climate change adaptation and ecosystem conservation efforts since the 2011 launch of the ‘EbA Montañas’ Programme (2011-2015).⁵⁶ This flagship programme was followed, in the current programme cycle, by various projects which integrated EbA measures to different extents, including ‘EbA Amazonía’ (phase 1 and 2), ‘EbA Lomas’, ‘Amazonía Resiliente’ and ‘Paisajes Productivos Sostenibles’. This made the 2017-2021 programmatic cycle a prolific period for UNDP experimentation with the implementation of these innovative EbA and CbA approaches.

With the support of UNDP, EbA measures are being put in place by the National Service for Protected Natural Areas (SERNANP) from MINAM and communities neighbouring Natural Protected Areas⁵⁷ through conservation agreements, particularly in landscapes associated with Communal Reserves.⁵⁸ During the programme cycle, these agreements contributed to the coordination of community “life plans” with the protected area “master plan”, local development plans and national policies. Such agreements are a commitment between the State and communities to ensure sustainable and green economic development. The State commits to support community-led sustainable productive and income-generating activities, and communities commit to agree and respect sustainable natural resource management quotas and modalities, such as for hunting, fishing, deforestation or agricultural expansion.⁵⁹

⁵⁶ According to UNDP, EbA makes use of biodiversity and ecosystem services as part of a larger strategy that helps people and communities adapt to the adverse effects of climate change. CbA is a community-led process based on community priorities, needs, knowledge and capacities, which must empower people to plan and endure the impacts of climate change.

⁵⁷ Represented by an entity called Executor of the Administrative Contract.

⁵⁸ Community Reserves are a category of Natural Protected Area where both the Peruvian Government and indigenous communities are responsible for the area’s management.

⁵⁹ For EbA Amazonía, UNDP played an instrumental role in ensuring indigenous leadership and the State response resulted in solutions aligned to the area’s needs, more specifically: increased household incomes, food security, biodiversity conservation and use of exosystemic services and strengthened territorial governance.

The successful combination of EbA and CbA measures in different settings demonstrates the relevance and effectiveness of the UNDP integrator role through its ability to convene communities, local governments and non-traditional partners (private sector and civil society/indigenous groups) around the common goal of sustainable development.

The implementation of these agreements led to the strengthening of conservation of hundreds of thousands of hectares (ha.) of forest in the Amazon region and increased income for 571 families (from local and indigenous communities).⁶⁰ For example, through the *EbA Amazonía* project, SERNANP signed 12 agreements with indigenous communities in the *Tuntanain* Communal Reserve, which strengthened governance mechanisms for the conservation of 94,967 ha. of Amazon rainforest. This also allowed the creation of 48 productive units that improved the food security of the population and more than doubled their incomes between 2014 and 2018 through support for diverse economic activities (fisheries, poultry, cocoa, chestnut and shiriga production).⁶¹

UNDP support also emphasized capacity-building of local governments and indigenous peoples' organizations, to allow communities to access and manage financial resources that facilitate the sustainability of the promoted models. The *EbA Amazonía* project, for example, facilitated mapping of financial resources available at national level and accessible through competitive bids, and promoted collaboration with the provincial government of Condorcanqui to mobilize more than 8 million Peruvian Sols for productive activities between 2018 and 2020. These efforts represent an important step towards more systematic mainstreaming of climate change management at community and local levels.

UNDP supported several biodiversity conservation actions implemented by the Government of Peru. For example, conservation agreements were established in nine regions (Tumbes, Piura, Ucayali, Madre de Dios, Pasco, Cusco, Lima, San Martín and Tacna) with partners including CSOs.⁶² Forest management units were created by Regional Ordinance (N 011-2020-GRSM / CR) in five municipalities: Moyobamba, San Martín, Picota, Mariscal Cáceres and Tocache.⁶³ Ten conservation agreements were signed with indigenous communities in five Natural Protected Areas (Alto Purus National Park, Purus Communal Reserve, El Sira Communal Reserve, Megantoni National Sanctuary and Yanachaga National Park).⁶⁴ These agreements assigned 126,422 new hectares of tropical forest to conservation (Yurúa Conservation Concession and ACR Ausangate, Ccollasuyo Agrobiodiversity Zone).⁶⁵

⁶⁰ According to UNDP, the EbA Amazonía project alone allowed 571 families to increase their fish consumption by 20 percent and their chicken/egg consumption by 70 percent. These same families increased their annual income by more than 150 percent. UNDP. (2018) Systematization and escalation model of EbA Amazonía; EbA Amazonía (ID 73806) and Project ID 81013 Amazonía Resiliente – PIR 2020.

⁶¹ Sotomayor, G.L. (2018) Evaluación final del proyecto "Gestión integrada del cambio climático en las reservas comunales en la Amazonía-Perú" EbA-Amazonía, pg. 34-37.

⁶² 'Transforming Management of Protected Area/Landscape Complexes to Strengthen Ecosystem Resilience 'Resilient Amazonía' (Project ID 00081013). Objective: to enhance the resilience of vulnerable ecosystems to the impacts of climate change in Protected Areas and surrounding landscapes and thereby secure their biodiversity and ecosystem functionality and derivative ecosystem services including GHG sequestration and emissions reduction. Implementation partner: SERNANP.

⁶³ National United Nations/REDD Programme Perú. (Project ID 00087273). Objective: Complement the efforts of the Peruvian Government to prepare implementation of REDD+ under the National Strategy for Forests and Climate Change and in the context of meeting the NDCs. Implementation partners: MINAM; FAO, UNDP and PNUMA.

⁶⁴ Interviews and desk review of documents from Transforming Management of Protected Area/Landscape Complexes to Strengthen Ecosystem Resilience 'Resilient Amazonía' (Project ID 00081013).

⁶⁵ Resilient Amazonía Project 2020 Report.

With the approval in August 2020 of the 'Gap Closing Plan' for Loreto (Amazonia), the Government renewed its commitment to the institutionalization of a development strategy centred on the promotion of participatory regional development including public, private and civil society actors.⁶⁶ The Plan cites the EbA Amazonía project as a good practice to follow, providing a foundation for UNDP to further promote and scale up EbA and CbA approaches in the region.⁶⁷

UNDP and the Government of Peru have recognized evidence that deforestation tends to occur in areas that do not have an assigned management unit or land titles in favour of indigenous communities.⁶⁸ As such, UNDP has supported indigenous communities to register their lands. As a result of these efforts, 40 indigenous communities from San Martín and Ucayali (20 of which are registered with the National Superintendent of Public Registries) received land titles (conservation concessions), improving the livelihoods of approximately 2,746 indigenous people, of which 47 percent are women.⁶⁹ The Ashaninka indigenous communities, in the Yurua river basin of the Ucayali region, also obtained land titles.

Finding 2. Economic empowerment and recovery: UNDP interventions have contributed to the economic empowerment of Peruvian people, including women and indigenous populations, prior to and during the COVID-19 pandemic. Some interventions, such as the 'Coastal Fisheries Initiative', have been able to combine local economic growth and ecosystem preservation.

During the current cycle, UNDP promoted green local economic development and decent livelihoods through a variety of means, including the sustainable management of productive landscapes. The territorial approach presented in the above finding provides a good example of how UNDP has contributed to local environmental governance while improving livelihoods in the Amazon, and other relevant interventions focusing on local economic growth and ecosystem preservation were identified.

The UNDP 'Coastal Fisheries Initiative' (CFI) implemented in the *Manglares de Tumbes* National Sanctuary on the northern coast of Peru, was successful in promoting sustainable fishing practices and strengthening the conservation of critical ecosystems. Notably, this binational initiative (Peru and Ecuador) contributed to the creation of communities of practice to test different methodologies to improve the artisanal fishing of black clams and mangrove crabs. These communities of practice allowed the mainstreaming of a more participatory decision-making process around fisheries in the Sanctuary. For example, the Regional Government of Tumbes approved the creation of the Tumbes Benthic Resources Technical Roundtable in March 2020.⁷⁰

The partnership of this newly created technical roundtable with a biotechnology laboratory led to the *in vitro* breeding of more than 50,000 black clams and crab larvae that, alongside the restoration of overharvested areas within the Sanctuary, increased the density of black clams in the Sanctuary threefold in comparison to the baseline situation, and sevenfold in comparison to areas outside of the Sanctuary.⁷¹ This innovative partnership also promoted the purification of shellfish allowing products to meet higher hygiene standards and facilitating their commercialization which is, in turn, expected to boost local economic development.

⁶⁶ Supreme Decree which approves the Closing the Gap Plan of the Loreto region. <https://busquedas.elperuano.pe/normaslegales/decreto-supremo-que-aprueba-el-plan-de-cierre-de-brechas-par-decreto-supremo-n-145-2020-pcm-1880455-2>.

⁶⁷ PCM (2019) Plan de Cierre de Brechas Loreto – DS No 139-2019-PCM, pg. 23.

⁶⁸ Based on interviews.

⁶⁹ Indicator Matrix - indicator OP1.3 i2, ROAR 2018 and Annual Report 2018 of Project ID 96495 'Joint Declaration of Intent Peru/Norway and "titulación de tierras".

⁷⁰ Tumbes press release - <https://regiontumbes.gob.pe/noticias/instalan-mesa-tecnica-de-recursos-benticos-en-tumbes>.

⁷¹ Ryan, J. (2020). Midterm review - Proyecto Iniciativa de Pesquerías Costeras América Latina, pg. 29-31.

As COVID-related restrictions negatively impacted household incomes, the project team supported a study on the impact of the pandemic on artisanal fishing in the region and the relevance of biosecurity protocols. Resources assigned to travel were reallocated to ensure that partners and beneficiaries could use ICT equipment for virtual working. Through the National Fishing Development Fund and the Credit and Savings Union (UNICA), UNDP facilitated the supply of microcredit for the economic and productive reactivation of artisanal fishing to 105 men and 79 women in Tumbes and Piura whose income had dramatically decreased during lockdown.⁷² Most importantly, the technical roundtables established prior to the pandemic agreed biosecurity protocols to reactivate artisanal fishing activities that had been suspended in response to the pandemic. This is an example of how UNDP used adaptive management to respond to the effects of the COVID-19 pandemic on the fishing communities with whom it works.

This successful intervention with artisanal fishing communities was built on the long collaboration of UNDP with the Inclusive Rural Business Development Programme (PRIDER). PRIDER was created in 2007 by the Peruvian Development Finance Corporation (COFIDE) with technical assistance from UNDP.⁷³ During the current cycle, the PRIDER microcredit scheme contributed to the establishment of more than 300 UNICAs which, in turn, improved the lives of more than 4,000 people.⁷⁴ Through UNICAs, vulnerable communities in Ayacucho and Ica, in the southern highlands of Peru, improved their financial literacy and strengthened their capacity for self-management of this alternative finance tool. These communities have used these funds to promote enterprises with sustainable productive practices, such as organic quinoa and avocado production.⁷⁵

Other interventions provide examples of how the UNDP approach to the COVID-19 pandemic of targeting populations with pre-existing vulnerability factors yielded positive results. Initiatives such as “Life Shields”, “Innovate your Market” and “Warrior Entrepreneur” targeted frontline workers whose income had dramatically decreased during the pandemic, such as wholesale market-traders, to reactivate their economic activities. In 2020, through the Warrior Entrepreneur and Warrior Tourism schemes, UNDP, in collaboration with the Ministry of Production (PRODUCE) and the private sector, strengthened the capacity of 1,449 entrepreneurs, 1,159 of whom were women, through a corporate volunteer scheme to adapt their business models to the new realities imposed by the pandemic.⁷⁶ In particular, Warrior Entrepreneur helped entrepreneurs to develop strategies to increase their online presence through existing or new channels, which ultimately contributed to income generation for hundreds of families.

The UNDP ability to partner with different types of actors played a key role in fostering these different initiatives. Both Life Shields and Innovate your Market, for example relied on a UNDP-facilitated partnership between FabLab Peru, the Continental University and the Toulouse Lautrec University, along with more traditional partners such as the Metropolitan Municipality of Lima (MML) and PRODUCE, to produce personal protective equipment, benefitting 45,000 frontline workers and to design a mobile application for customers to pre-order products without having to go to the market.

⁷² ROAR 2020.

⁷³ PRIDER (2021) A gaze into sustainable future - Rural Business Development Program. <https://pnudperu.exposure.co/a-gaze-into-a-sustainable-future>.

⁷⁴ Project Report Programa Servicios Microfinancieros y Desarrollo Empresarial a Nivel Local (ID96779) with PRIDER.

⁷⁵ UN futuro para Ayacucho. En Ayacucho rural, los pobladores y pobladoras se unen para generar y gestionar su propio desarrollo. <https://pnudperu.exposure.co/para-cumplir-las-metas-tenemos-que-juntarnos>.

⁷⁶ WARRIOR ENTREPRENEUR: Three stories about resilience during an unprecedented pandemic <https://pnudperu.exposure.co/warrior-entrepreneur?locale=en?more=true>.

Overall, UNDP estimates that it supported approximately 7,269 women and 5,445 men living in vulnerable conditions to access credit and/or land tenure, largely through green economic development schemes.⁷⁷ UNDP reported support for 38,041 women and 38,066 men to access improved livelihoods and jobs for people living in poverty through conservation, sustainable use of biodiversity, ecosystem restoration and climate change adaptation during this programme cycle.⁷⁸

Finding 3. Climate change and environment: By supporting interventions to strengthen capacities for sustainable natural resource and ecosystem management at policy, institutional and local levels, UNDP has been a direct contributor to Peru's efforts to fulfil its international commitments.

UNDP provided technical support to help Peru fulfil and enhance its international commitments to UNFCCC, the Paris Agreement, the Convention on Biological Diversity and the Montreal Protocol, among others.

UNDP supported the Government of Peru to update and implement its Nationally Determined Contributions (NDCs) by strengthening the capacity of various bodies responsible for reviewing, financing, implementing and monitoring the NDCs.⁷⁹ In 2020, the NDC targets were updated, which increased the conditional target for GHG reductions from 30 to 40 percent.⁸⁰ UNDP also supported the Government of Peru to prepare its second Biennial Update Report, to fulfil its commitments and obligations under UNFCCC. In addition, UNDP assisted MINAM in the preparation of GHG processes related to land use, land-use change and forestry, and in the launch of the Carbon Footprint Platform.⁸¹ This online platform allowed the measurement of emissions from 126 public, private and civil society entities.⁸² In 2020, compliance with the NDCs reached 16.7 percent which, though below the 20 percent target, indicates that relevant progress was achieved.⁸³

Negotiations on the Bali Action Plan at COP 18 in Doha led developing countries to take Nationally Appropriate Mitigation Actions (NAMAs) for transformational changes within or across national economic sectors. UNDP Peru provided technical support to the Ministry of Energy and Mines (MINEM) for the approval of a decree for energy efficiency in transportation through the implementation of charging and energy supply infrastructure for electric vehicles.⁸⁴ This support also led to the creation of an online portal, the Measurement, Reporting and Verification (MRV) Platform, that is used to report and verify progress on 12 mitigation measures related to four NAMAs (energy efficiency, universal access to sustainable energy, electric transport and non-conventional renewable energy).⁸⁵ While emission reductions cannot be attributed to specific interventions supported by UNDP, nationwide results can now be tracked on the MRV Platform, designed by the NAMAs energy project.⁸⁶

⁷⁷ Output indicator OP1.3 – i2.

⁷⁸ Output indicator OP1.2 – i3.

⁷⁹ Desk review of documents from 'Apoyo para el proceso de implementación de las NDC en el Perú' Project (ID 00119397). Implementation partner: MINAM. The responsible bodies were: MINAM, MEF, Ministry of Agrarian Development and Irrigation, MINEM; Regional Governments of Huancavelica, San Martín and Junín. Source: Annual Report 2020.

⁸⁰ Peru NDCs – Update report for period 2021-2030. The previous NDC had an unconditional target of 20 percent reduction in GHG emissions, which was increased to 30 percent in the new NDC. The conditional target was increased from 30 percent to 40 percent. <https://www4.unfccc.int/sites/NDCStaging/Pages/All.aspx>.

⁸¹ Plataforma Huella de Carbono Peru <https://huellacarbonoperu.minam.gob.pe/huellaperu/#/inicio>.

⁸² 'Apoyo para el proceso de implementación de las NDC en el Perú' (Project ID 00119397). Implementation partner: MINAM.

⁸³ Indicator matrix ICPE Peru.

⁸⁴ Supreme Decree No 022-2020-EM – on the charging infrastructure and storage of electric energy for electric mobility. <https://www.gob.pe/institucion/minem/normas-legales/1115052-022-2020-em>.

⁸⁵ Nationally Appropriate Mitigation Actions in the Energy Sector in Peru. Also called NAMAs project (Project ID 00077699). Implementation partner: MINEM.

⁸⁶ Plataforma MRV del Sector de energía. <http://namasenergia.minem.gob.pe>.

UNDP also supported the implementation of projects on international waters, the ‘Transboundary Integrated Water Resources Management’ project in Ecuador and Peru ended in 2020, having achieved its objectives.⁸⁷ It contributed to strengthening the technical capacity of institutional, political, legal and scientific actors to implement an international waters resource management (IWRM) approach in the watersheds and transboundary aquifers of Puyango-Tumbes, Catamayo-Chira and Zarumilla, integrating concerns regarding climate variability. The project is considered a promising example of collaborative binational efforts for the joint management of transboundary water resources between two countries in the region that had suffered border definition conflict. For example, support was provided for the preparation of cross-border analysis and planning, training courses were held for officials on International Water Law and IWRM, and technical and logistical support was provided for the creation of a binational IWRM commission. The ‘Titicaca-Desaguadero-Poopo-Salar de Coipasa’ (TDPS) binational project between Peru and Bolivia seeks to promote the conservation and sustainable use of water resources in the transboundary system, by updating the Binational Global Master Plan, and was still being implemented with delays at the time of the evaluation (expected to end in 2021), while strategic planning in the Humboldt ecosystem started implementation in 2020.⁸⁸

The three international waters projects implemented by UNDP in Peru (TDPS, Humboldt and CFI), in cooperation with Ecuador and Bolivia, contributed to the effective management of 60,143 ha. of four river basins and Lake Titicaca in Peru, benefiting 2.41 million inhabitants, as well as 94 kilometres of coastline marine ecosystems, benefiting another 89,021 people in Peru.⁸⁹

The global network and expertise of UNDP contributed to state-of-the-art technological innovations. Peru is part of the “Essential Life Support Areas” project, a joint global initiative of the National Geographic Society, GEF, UNDP and others, which uses satellite imagery to establish a national biodiversity baseline to enable policymakers and practitioners to use spatial data and maps to monitor and report progress on biodiversity and resource management.⁹⁰ Ultimately, centralized and open access to such data is expected to facilitate rigorous evidence-based decision-making on natural resource management, conservation and sustainable economic development. Furthermore, UNDP is testing a Georeferenced Information System (GIS) cluster in Peru.⁹¹ This is a cost-effective, integrated model which regroups GIS experts across different projects to provide crosscutting support to projects with a regional perspective. UNDP expects that this tool will facilitate access to existing maps and information and accelerate multidimensional learning within the country.

Finding 4. Disaster risk management: UNDP work with national and subnational institutions on DRM resulted in the development of relevant legislative and regulatory provisions aligned to the Sendai Framework, and strengthened national capacity to implement policies to manage disaster and climate risks. The establishment of an effective nationwide cross-sectoral and multilevel DRM coordination mechanism is still a challenge in a large and centralized country such as Peru.

⁸⁷ Interview and Final Evaluation. Integrated Water Resources Management in Transboundary Basins and Aquifers of Puyango-Tumbes, Catamayo-Chira and Zarumilla. Project ID 00083826. Implementation partners: ANA National Water Authority of Peru and SENAGUA National Secretary of Water of Ecuador.

⁸⁸ TDPS (Project ID 00087268), implemented with MINAM, aims to promote the conservation and sustainable use of water resources in the TDPS transboundary system, by updating the Global Binational Master Plan. Implementation partner: MINAM. Catalysing the Implementation of a Strategic Action Programme for the Sustainability of Shared Living Marine Resources in the Humboldt Current System (Project ID 00107511), implemented with PRODUCE, aims to facilitate ecosystem-based fisheries management and ecosystem restoration in the Humboldt Current System for the sustainable and resilient provision of goods and services from shared living marine resources, in accordance with the Strategic Action Program approved by Chile and Peru.

⁸⁹ IWRM Peru-Bolivia (Project ID 00087268), IWRM Peru-Ecuador (Project ID 00083826) and CFI (Project ID 0096507).

⁹⁰ ELSA Project – Mapping nature to create a global biodiversity framework available on 16 May 2021 at <https://www.undp.org/content/undp/en/home/blog/2020/mapping-nature-to-create-a-global-biodiversity-framework.html> and <https://andina.pe/ingles/noticia-peru-among-five-countries-selected-for-undp-environmental-project-805187.aspx>.

⁹¹ See more information on Data UNDP Perú at <http://pnud.ludik.pe/inicio>.

UNDP support to Peru's DRM efforts were undertaken through specific upstream and downstream project support and also progressively integrated as a crosscutting theme during the programme cycle.

One of the most significant achievements to which UNDP contributed through financial and technical assistance was the development, and approval in March 2021, of the National DRM Policy (PNGRD), the main instrument of the National DRM System (SINAGERD).⁹² PNGRD is better aligned to the current legal framework, and also explicitly aligned to the Sendai Framework for Disaster Risk Reduction and Agenda 2030.⁹³ UNDP is also supporting the revision of the National DRM Plan 2022-2030, a key tool for operationalizing PNGRD. Three projects were launched in the last quarter of 2020 to strengthen the capacity of SINAGERD for disaster preparedness, response and recovery.⁹⁴ UNDP also supported other upstream efforts such as the development of the 'Contingency Plan for Intense Rainfall and the Multisectoral Frost and Cold', and guidelines for the implementation of intersectoral and multilevel activities against frost and cold.⁹⁵ While it is too early to assess the impact of these interventions, interviewees confirmed the relevance and timeliness of UNDP support, as well as the adequate sequencing of interventions.

UNDP made several key contributions in this area at subnational level. For example, two local Emergency Contingency Plans for intense rain and *El Niño Costero* were developed in 2020, with the local authorities of Buenos Aires and Morropón-Chulucanas.⁹⁶ In 2018, UNDP technical assistance to local authorities in Lima, Callao and Piura and the municipalities of Cura mori, Castilla and Lima, contributed to the development of six instruments and plans to prevent risk and reduce vulnerability, and protocols to re-establish basic public services after disasters.⁹⁷

The establishment of a fully coordinated, multilevel DRM system has been hampered by the fragmentation of DRM across two entities, the National Civil Defence Institute (INDECI) and the National Centre for Disaster Risk Estimation, Prevention and Reduction, and their unequal presence and reach at subnational level. Interviewees indicated that Peru's DRM system remains fragile, most notably due to the high turnover of managers and technical specialists in local, regional and national governments.⁹⁸ In this context, ensuring the effective coordination of actors at different levels remains a significant challenge. Furthermore, there has not been significant progress in coordination between the National System for Development and Social Inclusion and SINAGERD to date, and pilot initiatives are still recent.

⁹² Supreme Decree N° 038-2021-PCM National DRM Policy to 2050.

⁹³ PCM. 2021. National DRM policy to 2050. The Sendai Framework for Disaster Risk Reduction was adopted at the Third United Nations World Conference on Disaster Risk Reduction in Sendai, Japan, in 2015. It outlines seven clear targets and four priorities for action to prevent new and reduce existing disaster risks.

⁹⁴ 'Fortalecimiento de capacidades del SINAGERD para la preparación, respuesta y recuperación ante desastres en apoyo a la implementación de la Política Nacional de Gestión del Riesgo de Desastres en el Perú' (Project ID 122230) under DIM. 'Apoyo a la implementación de la Política Nacional de Gestión del Riesgo de Desastres y fortalecimiento del SINAGERD; (Project ID 00115924) under DIM.

⁹⁵ PCM – Multisectoral plan against cold and frost. https://cdn.www.gob.pe/uploads/document/file/289512/Plan_Multisectorial_ante_Heladas_y_Friaje_2019_-_2021.pdf.

⁹⁶ 'Consolidando mecanismos y herramientas de preparación para la respuesta y recuperación ante desastres en el Perú - Sociedades más Resilientes Desarrollando Capacidades, Fortaleciendo la Gobernanza y Tejiendo Redes Multiactor' (Project ID 00087400) implemented in partnership with UNFPA (DIM). Source: Interview and ROAR 2020, Matrix indicators and reported in the 2019 Report for the Project RRD DIPECHO 0087400 (Indicator 5.2).

⁹⁷ Source ROAR 2018 and Matrix Indicators.

⁹⁸ Not all regional governments have established the basic DRM mechanisms required by law that would facilitate multisectoral coordination and decision-making.

One innovative approach piloted in Peru under the global UNDP-DHL ‘Get Airports Ready for Disaster’ (GARD) programme is worth mentioning. GARD is a global programme, running since 2005, which aims to prepare airports for the logistical challenges posed by natural disasters and their aftermath, through capacity-building and technical assistance to carry out airport assessments and develop action plans to increase capacity to handle surges in incoming traffic in the wake of a disaster.⁹⁹ In Peru, this programme was implemented in three airports (Pisco, Chiclayo and Lima) and one air force base in Lima, and included coordination mechanisms for INDECI and the Ministry of Transport.¹⁰⁰ GARD was implemented with an integrated view, considering the network of airports in the country and other transport infrastructure such as ports, and the airport action plans were integrated into the national disaster preparedness plan.¹⁰¹ This innovative approach increased national capacity to respond to the logistical challenges of humanitarian crises.¹⁰² Interviewees recognized the GARD programme as a productive partnership with the private sector, namely DHL and the private companies that manage the airports in Peru.

2.2 Social protection and quality basic services

A total of 13 projects with 13 project outputs were implemented under this outcome, with a budget of \$49.6 million and expenditure of \$32.7 million (23 percent of total programme expenditure), reaching a 66 percent execution rate.¹⁰³ This portfolio was mostly nationally implemented, with seven projects (96 percent of expenditure) that used NIM and six projects (4 percent of expenditure) directly implemented. This portfolio has largely been funded by the Ministry of Development and Social Inclusion (MIDIS) (55 percent of expenditure) followed by PRODUCE (41 percent of expenditure).

CPD Outcome 2. By 2021, people living in poverty and vulnerability improve their access to quality, universal basic services and to an inclusive system of social protection that allows them to exercise their rights and to have fair access to development opportunities.

Related outputs:

OUTPUT 2.1. National and subnational capacities enhanced for social protection and access to basic services for people living in poverty.

OUTPUT 2.2. Access to justice and citizen security improved for people living in conditions of poverty, vulnerability, and discrimination.

⁹⁹ United Nations and DHL Group (2019) Teaming up for effective Disaster Management.

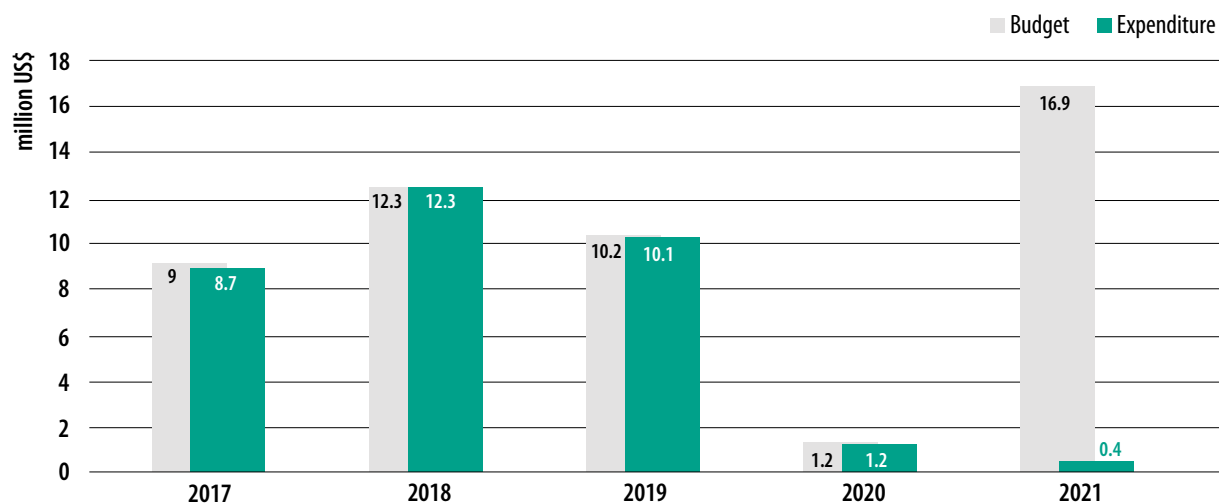
¹⁰⁰ News article <https://andina.pe/agencia/noticia-aeropuertos-lima-mejoran-capacidad-respuesta-ante-desastres-764844.aspx>.

¹⁰¹ Preparación ante desastres con enfoque territorial (Project ID 87293) and ROAR 2018.

¹⁰² See DHL website <https://www.dhl.com/pe-en/home/press/press-archive/2019/dpdhl-group-and-undp-scaled-up-airport-disaster-preparedness-training-in-peru.html>.

¹⁰³ The financial resources correspond to the period: 2017 to June 2021.

FIGURE 2. Evolution of budget and expenditure in the area of social protection and quality basic services



Source: Data from Power BI as of 11 June 2021

Finding 5. Access to social protection and basic services for equality and inclusion: UNDP Peru’s work to strengthen social protection systems and increase access to high quality basic services has been structured around two major projects which present challenges in term of effectiveness, added value and sustainability. Recent initiatives are showing more promising results, in particular with regard to migrants from Venezuela and indigenous populations, despite their relatively small scale. UNDP has provided policy advice to MIDIS to coordinate social protection programmes with work-creation strategies, and has made efforts to strengthen its programmes along the same lines with some recent results.

UNDP has provided continuity to two major projects initiated under the previous programme cycle with the aim of reducing extreme poverty and inequalities in Peru. These projects accounted for 95 percent of programme expenditure under Outcome 2.

The ‘Improvement of the Belen-Iquitos Grand Market commercialization service’ project sought to stimulate commercial activities across Loreto and the surrounding region by supporting the construction of the new Belen-Iquitos market, which is expected to become the largest supply market in Latin America. The relevance of the project was supported by the premise that the strategic location of the market, at the centre of the districts of Iquitos, Belen, Punchana and San Juan Bautista, and its accessibility by land or river, would increase the incomes of producers and traders by providing them with essential infrastructure to commercialize their products.

Based on the assumption that the new market will provide the necessary conditions to ensure food hygiene and quality, the project was also expected to have a food safety dimension, a fundamental aspect of public health. This dimension of the project is particularly relevant, given the increased global attention to zoonotic diseases around the world. In March 2021, UNDP submitted a proposal to the German Ministry of Environment with the objective of addressing the risks of future zoonosis through nature-based solutions and strengthening biosafety measures with traders and the local population related to the commercialization and consumption of wildlife in the Belen market and other strategic areas in Loreto.

The project is facing significant delays and challenges in its execution. Interviewees indicated that this ambitious endeavour comprised significant operational risks resulting from changes to the original technical file after the bidding process had been concluded, following a report by the Food and Agriculture Organization (FAO) requested by the Ministry of Economy and Finance (MEF).¹⁰⁴ In addition, changes to the scope of the project after the technical bid, political instability, budget increases, and staff turnover in implementing partners added to the complexity of the initiative. More recently, the COVID-19 pandemic caused additional delays to the construction process. It is worth highlighting that UNDP has limited experience of managing this kind of infrastructure project, adding to the risk factors already identified. UNDP took on the project considering the initial conditions, its management team included personnel with experience in large projects and it received assistance from the United Nations Office for Project Services until 2019, but the team was not fully adapted to the extended scope of the project. The technical team has been strengthened and the contract modality adjusted for the second phase of the project.

After six years of implementation and an investment of approximately \$14 million, the project is still in the construction phase.¹⁰⁵ As a consequence of cost overruns generated by changes to the original technical file, the social component of UNDP technical assistance to local authorities, traders and producers was cancelled and became the exclusive responsibility of PRODUCE. This project has created high expectations regionally and nationally, which represents a significant reputational risk for both parties involved (PRODUCE and UNDP). UNDP has managed to extend the project and mitigate some of the risks identified above. During the first half of 2021, UNDP strengthened its management team to tackle the second phase of the project, incorporating experts in large-scale construction project management, contract administration, project control and document management. UNDP also received approval of a 77 percent higher budget and, at the request of PRODUCE, will fund management training for the Ministry and the Municipality of Belén. The evaluation noted a national demand for institutional strengthening actions oriented towards the management, maintenance and social sustainability of the market, on which the next phase will need to be focused.

The other major project conducted under this outcome was the UNDP collaboration with MIDIS and the World Food Programme (WFP) to support strengthening of the National School Feeding programme '*Qali Warma*'.¹⁰⁶ This national programme focuses on improving access to nutritious food for school children (mostly at primary level) from the most vulnerable areas of the country. *Qali Warma* is implemented through a complex network of institutional, local and community actors and has reached 8.2 per cent of students in the national public system, benefitting approximately 800,000 children from 28,864 educational Institutions in 26 territorial units.¹⁰⁷

¹⁰⁴ "Estudios complementarios sobre las metas de capacidad de la prestación del servicio y dimensionamiento de Mercado de Abastos del PIP" and "Mejoramiento del servicio de comercialización del Gran mercado de Belén- Iquitos, provincia de Maynas, departamento de Loreto" (March, 2016).

¹⁰⁵ UNDP programmed a contribution of \$110,000 from own funds for the first phase of the NIM project. For the second phase (2021-2022), the budget funded by national contribution is \$13.8 million and the UNDP contribution is \$86,000. (PRODOC "Mejoramiento del servicio de comercialización del Gran Mercado de Belén Iquitos" y PRODOC "Mejoramiento del servicio de comercialización del Gran Mercado de Belén 2ª Fase, Iquitos, Provincia de Maynas, Departamento de Loreto").

¹⁰⁶ Congress Department of Research and Documentation (2021) National School Feeding Programme *Qali Warma* has the largest MIDIS budget for 2021: 1,869.7 million Sols, approximately \$480 million. <https://www.congreso.gob.pe/Docs/DGP/DIDP/files/2021-rep-tematicos/rt-89-presup-programas-sociales-a-cargo-del-midis.pdf>.

¹⁰⁷ 24 of the 26 departments or special provinces: Amazonas, Ancash 1, Ancash 2, Apurímac, Arequipa, Ayacucho, Cajamarca 1, Cajamarca 2, Cusco, Huancavelica, Huánuco, Ica, Junín, La Libertad, Lambayeque, Lima Provinces, Loreto, Madre de Dios, Moquegua, Pasco, Piura, Puno, San Martín, Tacna, Tumbes, Ucayali. (Report 2019).

Through this project, UNDP has been managing the programme funds on behalf of MIDIS. For example, the country office supported the programme for the procurement of improved cook stoves, which are more energy efficient as they require less firewood, have a positive effect on tree-felling and, most importantly, emit less smoke and thereby reduce smoke-related diseases in institutions and households where they are used. UNDP technical support ensured the national deployment of kitchen facilities and a training plan and awareness strategy for regional health and education directors in the territory. UNDP also supported the design and delivery of equipment adapted to the needs of users (such as improved portable institutional kitchen models). UNDP, MIDIS and WFP commissioned several technical studies to improve and review the programme, as well as an impact evaluation of the first phase of the project.¹⁰⁸

As project manager of *Qali Warma*, UNDP has played a logistical and coordination role, while WFP has been more involved in the technical aspects of the programme. Stakeholders consulted had divergent views on the effectiveness of UNDP as fund administrator, and the value it added to the overall programme. While the impact evaluation was favourable to maintaining the programme, it also noted that high turnover among government partners and the inability of the programme to replicate or scale-up successful pilots (such as the initiative to link local producers to the programme) were major barriers to efforts to improve the effectiveness of *Qali Warma*. However, in June 2021, two directorial resolutions by the *Qali Warma* programme have opened the possibility of buying fresh food through local governments.

Additional interventions were designed to respond to the COVID-19 pandemic. At the time of the evaluation, the 'Strengthening social protection for indigenous peoples' project had generated five multisectoral and multi-stakeholder territorial coordination platforms that elaborated specific emergency response workplans to address the socioeconomic effects of the pandemic, most notably around improving access to health services. The financial partners of this project include REPSOL, a multinational oil and gas company, UNDP, the Norwegian Agency for Development Cooperation (NORAD) and the Swiss Agency for Development and Cooperation (SDC), with aligned funding from Germany and GEF. UNDP also plans to conduct a socioeconomic impact assessment of the COVID-19 pandemic and, deriving from that study, to design financial inclusion mechanisms to facilitate livelihood recovery and access to social protection for those affected by the pandemic. UNDP conducted studies on the financial inclusion of indigenous populations (in conjunction with MIDIS, MEF and COFIDE) and proposals for pilots with MIDIS and the Social Development Cooperation Fund are still to be designed.

UNDP and MML designed an intervention to provide attention and care to migrants from Venezuela by facilitating their social and financial integration. While this project is in its initial stages, its rights-based approach and focus on the COVID-19 socioeconomic recovery are considered highly relevant. The project is perceived to be a good opportunity for UNDP to strengthen internal coordination across portfolios and engage with new external partners. So far, a roadmap for the development of a human mobility strategy for MML has been designed. The project has also supported the first inscription of a Peruvian-Venezuelan community in the MML Unique Social Organization Register, which will allow it to access resources and technical assistance.¹⁰⁹

¹⁰⁸ Universidad del Pacífico (2019) Impact evaluation of PNAEQW (p.18). <http://disde.minedu.gob.pe/handle/20.500.12799/6585>.

¹⁰⁹ <https://andina.pe/agencia/noticia-municipalidad-lima-registra-oficialmente-a-primera-organizacion-local-venezolana-826794.aspx>.

The evaluators note that the country office has managed to respond rapidly to the situation and needs of Venezuelan migrants. The work it has been carrying out has created opportunities for the next programme cycle (for example strengthening the support and services network, prevention of xenophobic and/or discriminatory behaviour and attitudes, and impact measurement).

UNDP carried out technical assistance and advocacy with MIDIS for the elaboration of economic inclusion guidelines, which were approved in July 2021 and have served to promote a review of the National Development and Social Inclusion Policy (PNDSI). These documents and other interventions such as Warrior Entrepreneur and Innovate your Market link social policies and programmes to productive and employment generation policies to reduce social exclusion. During 2021, UNDP and MIMP strengthened their work by conducting studies and analyses to develop evidence-based policies and interventions.¹¹⁰

Finding 6. Measurement of multidimensional poverty: UNDP promoted the utilization of high-quality tools to measure multidimensional poverty and provide policymakers with reliable evidence for the design of adapted social protection measures. While some national institutions are slowly integrating these tools, there remain several barriers to State-wide utilization and mainstreaming of these tools. Promising progress has been achieved with private sector actors, some of whom have been using multidimensional poverty metrics to strengthen the relevance of their corporate social responsibility interventions.

UNDP has made significant efforts to promote the utilization of the Multidimensional Poverty Index (MPI) in the country, providing technical assistance to the National Institute of Statistics and Informatics (INEI) and MIDIS, and through external communications, the Human Development Report (HDR) 2019 and South-South and Triangular Cooperation efforts.¹¹¹ For example, multidimensional poverty was a priority issue for the Social Affairs Committee of the Pacific Alliance in 2018, an event in which MIDIS and UNDP participated. UNDP also encouraged the utilization of metrics such as the State Density Index (*SDI*), to raise interest across public and private institutions in the relevance of using data on the State's presence across the Peruvian territory for decision-making, thus giving visibility to hard-to-reach populations.

Despite being highly valued by interviewed partners, the notion of multidimensional poverty has not yet been fully mainstreamed across national institutions, including INEI. Interviewees tended to indicate that important challenges remain for the measurement and use of MPI in national policies. In general, beside MIDIS, there is still little uptake of these tools by national counterparts to measure multidimensional poverty. In July 2021, MIDIS published a document on the need and justification for the multidimensional poverty approach in the updated PNDSI.¹¹² As a result of UNDP advocacy efforts, the Poverty Advisory Commission met in August 2021 to analyse and evaluate the conditions for implementation of MPI in Peru, showing encouraging momentum.

There is limited available evidence demonstrating the use of the data generated by these tools to design policies at national or subnational levels. While MPI was considered as the main indicator of Priority Objective 1 of PNDSI on social protection, this policy has not yet been approved.¹¹³ UNDP was able to promote the measurement of poverty at local and district levels by working with INEI on the 2021 Economic

¹¹⁰ Assessment and conceptual framework developed in partnership with ILO and UN Women to contribute to the design of the National Care System.

¹¹¹ UNDP financed the participation of INEI and MIDIS experts in MPI workshops in Panama and also brought in regional experts from UNDP and OPHI to participate in working meetings as to advance the MPI creation in Peru.

¹¹² MIDIS also delivered the technical report "Mainstreaming the Multidimensional Poverty Approach in the Process of Updating the PNDSI", as a contribution to the improvement of the methodology for measuring poverty in Peru, to INEI in July 2021.

¹¹³ UNDP provided technical assistant to MIDIS to update the PNDSI. The policy intends to integrate certain dimensions of multidimensional poverty.

Vulnerability to Monetary Poverty Map and the 2019 national HDR. However high staff turnover among partner institutions, as well as political resistance to generating evidence on inequalities (particularly given the current context), represent major bottlenecks to the mainstreaming of these concepts.

The inclusion of private sector actors in the elaboration of the HDR has yielded relevant results. The Antamina Company has, for example, integrated data from the HDR and other tools such as SDI and the Human Development Algorithm for in its decision-making on where to direct its social investments in the Ancash region. This level of ownership by a private sector organization is perceived as a promising practice aligned to UNDP efforts to ensure that the private sector actively participates in the implementation and monitoring of the SDGs.

Finding 7. Access to justice for disadvantaged groups: UNDP has successfully worked with justice agencies at different levels to strengthen the interoperability of institutions with responsibility to provide protection and justice to victims of violence against women. While UNDP efforts at community and institutional levels prior to and during the COVID-19 pandemic seem to be correlated to an increase in GBV complaints and a broadening negative perception of GBV across the population, insufficient data were produced to corroborate the plausibility of a causality link. However, the extent to which poorer and more marginalized populations from rural areas, including indigenous people, benefited from these changes, remains limited.

UNDP has been a strong contributor to access to justice for victims of violence against women in Peru. Through the 'Access to justice for women' project, UNDP supported the justice system to strengthen operational tools, allowing different actors in the system to provide more coordinated responses to cases of GBV. For example, in 2018 these efforts contributed to the creation of the National Specialized Justice System (SNEJ) for the protection and penalization of violence against women and family members. Important tools have also been produced, such as guidelines for the coordination of institutions that compose the SNEJ and the SNEJ care service model (yet to be approved), which aim to provide GBV victims equitable access to justice, protection and a transparent institutional response. A local plan for the implementation of SNEJ is also expected to be piloted in a judicial district of Lima (Puente Piedra Ventanilla).

The COVID-19 pandemic had a significant impact on the project, but the country office was quick to adapt its workplan and design interventions to respond to increased levels of GBV during lockdown. UNDP provided technical assistance to key communication and information dissemination efforts, supported the design of virtual training modules for justice operators, a protocol for the protection of victims in police stations and a Gesell Domes mechanism;¹¹⁴ the first to include a disability approach. Nine police stations were supplied with equipment to ensure continuous attention to victims during COVID-19.

Through 'Project Justa - Villa El Salvador for Justice and Equality' project, UNDP contributed to the design of a comprehensive model for the prevention of GBV and improvement of local responses in one of Lima's districts with the highest rates of femicide and violence. By combining the efforts of relevant national institutions and women's organizations and networks under a District Coordination Body, the project contributed to the elaboration of a Multiannual Local Action Plan 2021-2022 (approved in January 2021) and a District Protocol to address violence against women and family members (approved in April 2021). UNDP partnered with a major Peruvian think tank, the Development Analysis Group (GRADE), and capitalized

¹¹⁴ The Gesell Dome is made up of two independent areas separated by a one-way vision window through which a person can observe clinical situations, preventing alterations due to the presence of a third party.

on the UNDP Combos approach to design this plan and protocol.¹¹⁵ The results of these interventions are still partial, in particular at institutional level, including coordination mechanisms for GBV services. While available data tends to show a recent increase in the number of complaints related to GBV (and an increasingly negative perception of violence as a means to resolve conflicts), it is unclear whether this change was related to an overall increase of cases of GBV during the pandemic, or due to a greater recognition by victims of their situation. Regardless of this trend, there is insufficient data to conclude whether the system has been able to provide improved attention and protection to victims, or whether prosecution rates have increased.

The project also had a strong women's empowerment component, geared towards strengthening women's leadership through social mobilization and community empowerment. UNDP put forward different social and behaviour change communication and intercultural approaches such as podcasts, WhatsApp and cultural actions which continued to be used despite the pandemic. UNDP facilitated the development of the "Villa El Salvador Coordination Body" platform, which incorporates groups of women for GBV prevention and response and emergency preparedness. In partnership with the Behavioural Insights Team, the General Directorate against Gender Violence of the MIMP and Peruvian delegation of the Inter-American Development Bank, UNDP is piloting a behavioural science intervention for the reduction of sexual harassment of university students.

UNDP contributed to implementation of the '#NoEstasSola' (you are not alone) initiative and the 'Violet Masks' campaign, reaching around 11 million people through mass communication campaigns to raise awareness of GBV during the lockdown. An action protocol for supermarkets was designed, and funds were raised for emergency shelters in Lima. Within these initiatives, the country office promoted alliances with over 50 companies and 300 establishments. These initiatives opened a window of opportunity for UNDP to scale up its work with the private sector, for example, on the socioeconomic insertion of women survivors of violence. However, this is an area that UNDP started to explore during this programme cycle.

In general, actors from the judiciary system and social actors with whom UNDP collaborated had a favourable opinion of the work of the country office. They appreciated the approachability of UNDP and highlighted its ability to propose concrete ideas to strengthen coordination issues in the system. They also recognized UNDP as a knowledge broker able to import ideas from other countries and regions where it operates.

Nevertheless, the CPD intended to increase access to justice for indigenous people and people living in poverty and strengthen the justice of peace system in the most remote areas of the country, integrating an intercultural approach into the justice system. UNDP worked with 6,000 justices of peace in 2017, and in 2019 started to work on a project proposal to continue strengthening peace justice with a focus on the services provided to women victims of GBV in rural areas. Having applied for funding from the Korean Agency for International Cooperation, the proposed project was expected to start implementation in 2020, but due to COVID-19, this was postponed and resumed in September 2021, covering four regions and reaching almost 1,000 justices of peace. As a result, there is limited evidence of the results achieved in this area during the current programme cycle.

¹¹⁵ The COMBOS approach developed by UNDP is a strategy to address Agenda 2030 in the Latin America and Caribbean region with three steps; 1) adopt a COMBOS approach 2) define the problem and 3) develop a theory of change. The COMBOS approach/strategy covers three additional steps; 4) construction of a road map; 5) implementation; and 6) M&E. Besides having its own COMBOS tool, the COMBOS approach uses a number of other UNDP tools available for the landing of Agenda 2030 such as RIA, SIGOB, Micro-simulations, PovRisk, among others.

Finding 8. Human Security and Violence Prevention, with a focus on youth and GBV: UNDP and partners contributed to the enhancement of community-level participation and leadership, while creating local livelihood alternatives for women and youth facing violence in the municipality of Trujillo. Though the human security and community resilience joint programme behind this progress did not generate sufficient data to measure its contribution, this experience led to the inclusion of the Human Security Approach in the 2017 'Safe Neighbourhoods' multisectoral strategy proposed by the Interior Ministry.

The UNDP Peru CPD aimed to support the Government to formulate and implement comprehensive citizen security policies, though policy advice based on international best practice. It also sought to promote the prevention and response to all forms of violence, with a particular emphasis on violence faced by youth and women. In this context, UNDP implemented the 'Strengthening human security and community resilience by fostering peaceful coexistence in Peru' joint programme with the World/ Pan American Health Organization (WHO/PAHO), United Nations Population Fund (UNFPA), the Regional Centre for Peace, Disarmament and Development and United Nations Office on Drugs and Crime (UNODC). This joint programme, mostly implemented during the previous programmatic cycle, aimed to develop a self-sustainable, multisectoral, holistic and replicable model to reduce crime in vulnerable and high-risk communities, with a focus on educational and employment programmes. It was piloted in the neighbourhoods of El Porvenir, Florencia de Mora and La Esperanza of the city of Trujillo.

Despite the finalization of the project, the evaluation observed that some of the products it generated are still being used by local organizations. Some target communities were still participating in the neighbourhood councils established through the project for youth, women and more vulnerable members of the community to organize to fight crime in their area. The project also managed to incorporate humanitarian assistance actions in their response to the *El Niño Costero* phenomenon in 2017.

The joint programme had a component of training and employment opportunities for young people and women, though there was no clear evidence that these interventions led to greater employability, increased income or crime reduction in the target communities. Similarly, the project did not generate data that would allow its contribution to social inclusion and citizen participation or crime reduction in target areas to be measured. However, interviewees indicated that the project might have reduced perceptions of insecurity among participants. In addition, concepts of human security have increasingly been taken into account in municipal and national regulations.

The project inspired the creation of the 2017 Safe Neighbourhood multisectoral strategy, led by the Interior Ministry, which incorporates the Human Security Approach and seeks to intervene more holistically in areas where poverty, inequality and lack of opportunities intersect.¹¹⁶ According to government sources, the strategy is now being implemented in 92 neighbourhoods across 16 regions of the country.

UNDP is trying to resume its work on citizen security and GBV. In July 2021, the United Nations System in Peru and the Interior Ministry signed a memorandum of understanding to strengthen and modernize the National Police.¹¹⁷ Within this framework, an international event was co-organized for police authorities from Colombia, Ecuador and Peru to exchange experiences, good practices and lessons learned and identify entry points for further collaboration and exchange.

¹¹⁶ Supreme Decree that approves the Safe Neighbourhood Multisectoral Strategy (No 008-2017-IN).

¹¹⁷ Memorandum of Understanding between the United Nations System in Peru and the Ministry of the Interior of the Republic of Peru, on the strengthening and modernization of the Peruvian national police (July 2021).

2.3 Institutions and transparency

During the evaluation period, UNDP implemented seven projects with 10 project outputs under this outcome, with a budget of \$48.2 million and expenditure of \$36.3 million (26 percent of the total programme expenditure), reaching a 75 percent execution rate.¹¹⁸ Five projects (99 percent of expenditure) were implemented by UNDP under NIM, and two (1 percent of expenditure) were directly implemented. Funds from the Presidency of the Council of Ministers (PCM) (98 percent of expenditure) and UNDP (2 percent of expenditure) were the only sources of funding for this outcome.

CPD Outcome 3. By 2021, public management is more efficient, effective, transparent and equitable, thus increasing the confidence of the people in institutions.

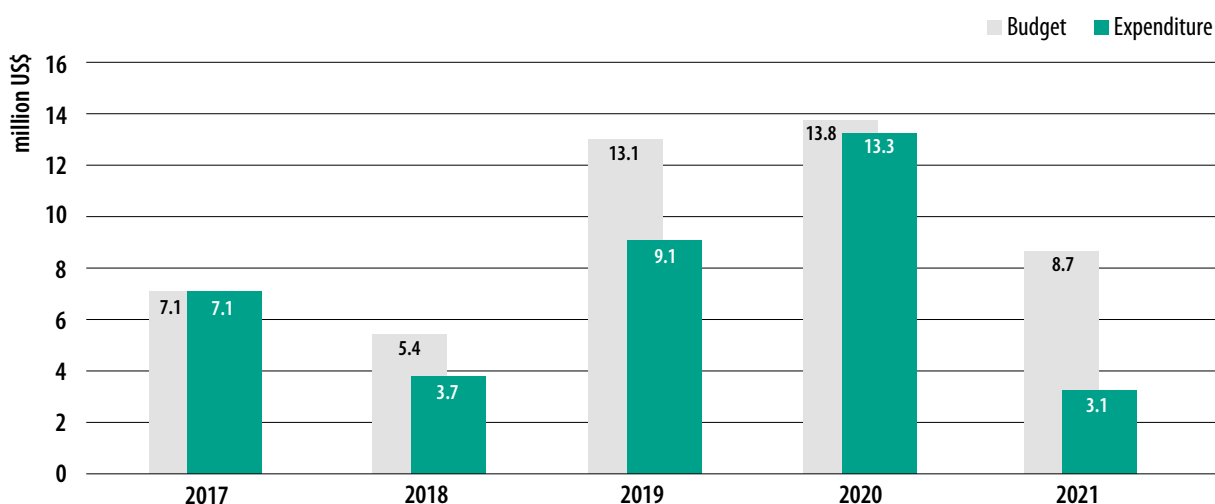
Related outputs:

OUTPUT 3.1. National and subnational capacities in public management strengthened to increase efficiency and effectiveness and comply with international commitments.

OUTPUT 3.2. Strengthened transparency, access to information and accountability.

OUTPUT 3.3. National and subnational capacities strengthened for implementation of 2030 Agenda.

FIGURE 3. Evolution of budget and expenditure in the area of institutions and transparency



Source: Data from Power BI as of 11 June 2021

¹¹⁸ The financial resources correspond to the period: 2017 to June 2021.

Finding 9. Decentralization, multilevel governance and effective and efficient public institutions: UNDP is making a relevant contribution to Peru's efforts for decentralized and multilevel management of public administration, to advance development planning and expand the coverage of basic services. Although it had to redirect its support in 2018, UNDP managed to properly adapt its strategy with a bottom-up approach, adding value to its contribution. To this extent, UNDP has made a significant contribution to strengthening interactions between central and regional and municipal governments.

UNDP sought to contribute to more effective and efficient public management through public sector reform, decentralized management and strengthening the capacity of subnational governments. This support is part of the agreed roadmap for the country's accession into OECD in the areas of public governance and rural and urban development.¹¹⁹ Specifically, UNDP set out to provide technical assistance to improve capacity for results-oriented multiyear planning and budgeting, and integrate a regional approach into development planning at the three levels of government: central, regional and municipal.

UNDP has longstanding work in this area. During the period evaluated, UNDP accompanied the National Civil Service Authority (Servir¹²⁰) to support public sector reform.¹²¹ However, political instability and constant staff turnover did not allow the structured reform process to scale up on schedule, which ultimately led to the discontinuation of UNDP support in 2018.¹²² However, UNDP reoriented its strategy, and has managed to make important contributions to the administrative decentralization of the State to increase its effectiveness and efficiency, prioritizing a bottom-up working strategy that adds value to the contribution of UNDP.¹²³

During this programme cycle, UNDP supported PCM, specifically the secretariats of decentralization and digital government, with two projects through NIM modality. These are the 'Strengthening the process of decentralization and modernization of the State' project (completed in 2018) and the 'Territorial development management' project (ongoing).¹²⁴

In order to improve multilevel coordination and generate planning and budgets using a territorial approach, UNDP has supported the creation and deployment of regional intergovernmental coordination forums led by PCM (Executive GORE for regional governments and Executive MUNI for municipalities), which have allowed the three levels of government to improve their coordination efforts.¹²⁵ They have, for example, facilitated efforts to align sectoral policies to territorial priorities, improve the provision of services to citizens and approve and implement territorial development agendas. This has been a good public management practice, recognized by the OECD in 2018.¹²⁶ The main result was that 85 percent of subnational authorities aligned their priority national policies, such as access to water, child protection and family farming, to the priorities of local governments, generating related territorial development plans or agendas.¹²⁷ This structure also enabled the transfer of national resources and, in some specific cases, substantive improvements to government planning from reactive to preventive and systemic, to mitigate foreseeable risks.¹²⁸

¹¹⁹ <https://www.oecd.org/latin-america/paises/peru>.

¹²⁰ <https://www.gob.pe/1109-autoridad-nacional-del-servicio-civil-que-hacemos>.

¹²¹ 419 entities were in the process of reform in Servir, of which 85 percent were national entities, 60 percent regional governments and 10 percent local governments (ROAR 2018 and Matrix of CPD Indicators).

¹²² ROAR 2018, 2019 y 2020 and interviews.

¹²³ Work strategies are conceived from bottom-up public policy approaches that start or prioritize the demands and interests of the lower levels of Government and citizens. In the case of Peru, this line of work is evidence through UNDP regional approach (e.g. regional governments and municipalities, policy alignment, support for regional Agencies and Strategies).

¹²⁴ PCM is the Ministry that coordinates and monitors national policies of a multisectoral nature and formulate them in their respective field of competence. <https://www.gob.pe/pcm>.

¹²⁵ Final Evaluation of 'Strengthening of the State Decentralization and Modernization Process' (2018), interviews and 2018 Progress report of the "Regional Development Management" Project.

¹²⁶ 2018 Progress report of the "Regional Development Management" Project.

¹²⁷ ROAR 2019, 2019 Progress Report "Territorial Development Management" Project and interviews.

¹²⁸ Multisectoral Plan for Frost and Cold 2019-2021 (ROAR 2019). <https://www.gob.pe/institucion/pcm/campa%C3%B1as/56-plan-multisectorial-ante-heladas-y-friaje-2019-2021-actualizado-al-2020>.

UNDP also supports the installation of Regional Development Agencies (RDAs), multi-stakeholder platforms with representation from the private sector, academia and civil society, in Piura, La Libertad and San Martín. These aim to promote the agendas or plans designed in coordination with the PCM Decentralization Secretariat, which will enhance the results obtained and contribute to the sustainability of the intervention.

Although it is a recent strategy, UNDP has provided assistance to the PCM Decentralization Secretariat for the formulation of six Regional Economic Reactivation Plans, based on technical assistance to the RDAs. At the time of writing, 11 agencies had been established, of which seven were formulating their regional development and innovation strategy, an instrument for prioritizing actions that contribute to reducing bottlenecks in local production chains.¹²⁹ For the moment, municipal governments are still focused on containing the impact of the health emergency rather than economic reactivation, but it is expected that the RDAs will lead the momentum of the socioeconomic recovery through these strategies.¹³⁰

UNDP Peru developed a proposal for an inter-portfolio intervention model to advance the incorporation of the territorial work approach in its interventions and systems. Due to the pandemic, it was not possible to execute the planned pilot in Megantoni or implement the model in this programme cycle. UNDP has suggested a relevant decentralized strategy for effective governance that focuses on strengthening regional governments to promote economic reactivation and social recovery after the pandemic. Advances in decentralization offer a new approach for interventions that could contribute to more transformational results.

GORE made it possible to promptly identify and respond to emerging needs, such as the impact of COVID-19 in the most vulnerable areas of the country. UNDP also strengthened coordination among the three levels of government for the initial response to the COVID crisis, in particular with regard to the application of restrictions, management of cash transfers for vulnerable populations, maintenance of basic regional and local public services and support to transfer or return migrants or displaced people to their place of residence.¹³¹

Finally, UNDP provided technical assistance and created a methodological guide for the Ministry of Education to improve its internal organization in relation to the Regional Directorates of Education and Local Educational Management Units.¹³² UNDP trained 63 percent of local officials (including over 2,000 mayors) under the framework of the MEF Incentive Programme for the improvement of municipal management, linked to the results budget, which implies a transfer of resources to municipalities for the achievement of goals within a given period.¹³³

Finding 10. Modernization and capacity development: UNDP is supporting the modernization of the State, developing its capacities and tools to provide quality information to its citizens and supporting the Government to fulfil its obligations to Open Government. The contribution of UNDP to the 'Geo Peru National Georeferenced Data Platform' stands out, integrating a large amount of official information and allowing the visualization of data at the territorial level. The emergence of COVID-19 has shown the relevance of digital administration in general, and the open data platform in particular.

¹²⁹ 2020 Progress report "Territorial Development Management" Project and interviews.

¹³⁰ ROAR 2020, Document Country Office Area of Governance, 2020 Progress Report "Territorial Development Management" Project and interviews.

¹³¹ UNDP provided virtual technical assistance to 25 subnational governments and 1,874 mayors on specific regulations related to the management of the health emergency.

¹³² ROAR 2020, country office Governance area, 2020, Progress Report "Territorial Development Management" project and interviews.

¹³³ ROAR 2020 and interviews.

The CPD included support to national and subnational institutions to comply with Open Government obligations within the Law of Transparency and Access to Public Information. The ultimate objective of this line of action was to modernize and increase public confidence in the Government's management. In this vein, UNDP has strengthened the Government's capacity to provide timely information, its communication strategy and web portals.

Through the 'Bringing the State to the Citizen' project, UNDP supported PCM to develop its communication strategy, with the aim of disseminating information on its management and public policies. This strategy is expected to increase citizen participation and accountability, but there is no evidence of this yet. With the support of UNDP, the PCM Vice-Ministry of Social Communication approved several tools to improve digital communication across the Government and regulate State advertising on social networks and during the electoral period.¹³⁴ In addition, UNDP supported the administration of processes for contracting third parties in production services and produced some communication products, decreasing production times which was crucial for certain government communications during COVID-19. During the pandemic, UNDP also supported the efforts of the Vice-Ministry of Social Communication for the mass dissemination of information on the measures taken by the Government. In total, over 30 government communication campaigns were launched, including the production of key messages and audio-visual materials with a human rights and SDGs perspective. The #PrimerMiSalud and #YoMeQuedoEnCasa campaigns reached nearly two million people, achieving 35-40 percent memory score. Additionally, UNDP supported the National Electoral Office to disseminate relevant information at national level during the second round of the electoral process, in June 2021.

The most notable contribution relates to support to the Geo Peru National Georeferenced Data Platform (formerly *Sahuyte*), an open data platform that integrates geographic and statistical information from 46 public and private entities and has more than 28,000 registered users (including 19 ministries, 112 national public entities, 25 regional governments and 200 local governments).¹³⁵ Geo Peru has more than 500 layers of georeferenced information, which allows the visualization of official data across 20 categories, greatly facilitating decision-making at central and regional levels.¹³⁶ 60 percent of the institutions that publish data use this platform, so compliance with the indicator associated with this output has a favourable trend.¹³⁷ At the time of this evaluation, the platform had integrated layers of data related to conflict, the incidence of COVID-19 and vaccination rates, and became critical to decision-making for management of the pandemic.

The emergence of COVID-19 demonstrated the importance of digital management and represents a global opportunity for progress in e-Government to achieve greater efficiency. This provides a window of opportunity, not only for modernization of the State, but also to address programme challenges in relation to citizen participation and accountability or institutional transparency. Additionally, training was provided to over 400 people, including journalists and public officials, to strengthen their digital communication skills related to the pandemic.¹³⁸

¹³⁴ Resolutions of the Secretariat of Social Communication n° 1-2019, 2-2019 and 3-2019-PCM / SCS (2020 Annual Report "Bringing the State closer to the citizen" Project). Highlights the Resolution on "Guidelines for the dissemination of state advertising on social networks and subsequent reporting procedure to JNE in electoral period".

¹³⁵ Document Governance Area. ROAR 2019 and 2020 and interviews.

¹³⁶ <https://www.geoperu.gob.pe/categorias>.

¹³⁷ CPD Indicators Matrix.

¹³⁸ Document Governance Area. ROAR 2020.

Finding 11. Transparency and anticorruption: UNDP has started highly relevant transparency and anticorruption work through the 'Anticorruption Accelerator Labs' initiative in two regions of the country. It has generated products and broadened its spectrum of alliances with other actors, such as the think tank GRADE. This is work in progress and more evidence still needs to be generated of results in terms of accountability and increased citizen participation in the reporting and surveillance of acts of corruption.

UNDP planned a highly relevant contribution to support national efforts in the area of anticorruption and transparency, through two channels. The first was to provide technical assistance to PCM, the General Comptroller and the High Level Anti-Corruption Commission, in coordination with UNODC, for the fulfilment of related international obligations, especially in prevention.¹³⁹ The second, in line with the State's modernization actions, was to strengthen the accountability of government entities and promote civil monitoring, specifically through participatory spaces and in conjunction with the Ombudsman's Office and CSOs.

Interviewees identified this as one of the areas of work most relevant to the main challenges of the country. However, several did not perceive any comparative advantage for UNDP in relation to other actors working in this area. UNDP did not initiate a solid and comprehensive work strategy on transparency and anticorruption incorporating citizen monitoring until 2019, in which it has an opportunity to stand out from other actors due to its ability to work with different sectors of society and build commitments to a common goal. In a limited time, UNDP has made notable efforts to position itself in this area of great relevance for the country, and is part of the National Anticorruption Commission and Cooperative Board. Although the current positioning of UNDP with national and regional actors in this area is progressing, UNDP lacks recognition with other development actors involved in this area, or a durable and stable strategy for collaboration with academic bodies.¹⁴⁰

UNDP is an active member of the Integrity and Anticorruption subgroup, which includes different international development agencies and, in partnership with UNODC, carried out an anticorruption communication campaign. Additionally, in 2019, UNDP supported the organization of the first 'Integrity Week', led by the PCM Public Integrity Secretariat. However, UNDP does not have a clear strategy in relation to the first line of intervention, or contribution of priority prevention tools to comply with related international obligations, in particular the Convention against Corruption.¹⁴¹ No major results were identified from awareness-raising activities, the dissemination of regulations to the Government,¹⁴² or UNDP assistance to communication strategies and government marketing.¹⁴³ Additionally, UNDP reportedly supported the National Integrity and Anticorruption Plan 2018-2021, but no evidence was found of the nature of UNDP contribution to the design or implementation of this Plan, its results or impacts.¹⁴⁴ Neither was their evidence of work with institutions such as the General Comptroller's Office.

In 2019, UNDP launched an innovative and relevant initiative in the Huánuco and Ancash regions, both characterized by perceived high levels of corruption. The 'Anticorruption Accelerator Labs' project initially aimed to reduce corruption in public works processes in the two regions, but given its relevance, the project was expanded to fight corruption in the provision of public services at national level. The Labs are an opportunity to design an anticorruption model, tested at regional level and based on social audit

¹³⁹ Specifically, of the obligations derived from the signing of the United Nations Convention against Corruption, especially in prevention.

¹⁴⁰ Within the framework of the Labs, UNDP worked with GRADE.

¹⁴¹ PCM Communications Strategy and National Plan for Integrity and Anticorruption.

¹⁴² ROAR 2018 and interviews.

¹⁴³ Considered by some actors as constituting an initial contribution in terms of anti-corruption.

¹⁴⁴ UNDP reports, CPD Indicator Matrix and ROAR 2018. In relation to the details of the instrument, with exclusive support from GLZ: <https://can.pcm.gob.pe/2018/04/poder-ejecutivo-aprntación-el-plan-national-integrity-and-fight-against-corruption-2018-2021>.

and citizen participation, in which acts of corruption can be reported through digital platforms overseen by regional and municipal governments. The private sector, civil society, youth and other United Nations agencies were expected to participate in the launch of the Labs. The products, generated in partnership with GRADE, are promising, although they did not move past proposal stage due to the lack of funds for their implementation.¹⁴⁵ Given that this intervention was designed as a one-year project, the initial project team was dismantled after one year and the signing of agreements with regional governments was thus delayed, deferring the implementation of planned activities, some of which were left unfinished.

UNDP has recently conducted a project review to implement two experimental assessments to test the effectiveness of citizen oversight interventions on corruption in the delivery of COVID-related public health goods and services. The project will also test the implementation of two prototypes, both aimed to empower citizens for the surveillance of COVID-related public health goods and services: a proposed proxy predictive model on corruption with machine-learning; and an innovative user-centric, digital reporting platform. The evidence produced is expected to better inform decision-makers from the Ministry of Health and the Comptroller General's Office to strengthen anti-corruption measures in public health policies and services related to COVID-19. This will be used as an opportunity to launch the Anticorruption Innovation Lab, a platform to convene different actors from the civil service, private sector, civil society and academia.

Finding 12. COVID-19: UNDP has played a central role within the United Nations system for the development of the COVID-19 socioeconomic response and recovery plan, and added value to the national response to the pandemic by generating and disseminating statistical data and evidence for reflection, decision-making and learning. Although there is still no clear evidence of government measures or strategies based on these studies, with the exception of progress in five areas of the Amazon, these contributions are an important first step in the national post-pandemic recovery process. UNDP has played a lesser role in supporting the Government's pandemic response on social protection or procurement than it has in other countries in the region.

UNDP repurposed almost \$9 million from its programme budget to support COVID-19 response and recovery.¹⁴⁶ Most importantly, UNDP assumed global technical socioeconomic leadership and, together with the Resident Coordinator's Office, led the development of the 2020-2021 United Nations Socioeconomic Response and Recovery Plan for Peru. An immediate result of UNDP support as technical leader for the Plan has been the rapid mobilization of actors and funds to support response and recovery. As of today, the Plan gives the country access to funds from the COVID-19 Response and Recovery Multi-Partner Trust Fund (to be finalized in a second call) and the International Conference of Donors in solidarity with Venezuelan migrants in the region, with funding from the European Union and the Government of Spain and support from the United Nations Refugee Agency (UNHCR) and the International Organization for Migration (IOM).¹⁴⁷

UNDP has taken advantage of its ability to integrate stakeholders and generate knowledge, to produce data and evidence around the social and economic impact of COVID-19. Studies on the impact on households,¹⁴⁸ women's work and businesses,¹⁴⁹ and the achievement of the SDGs,¹⁵⁰ stand out. However, there is no evidence that the Government has adopted specific strategies or measures based on the studies, or as a result of more structured advocacy by UNDP in its technical leadership within the United Nations system.

¹⁴⁵ Final Report "Anticorruption Accelerator Labs for the implementation of sustainable development solutions in the Huánuco and Ancash regions" Project and Document Area of Governance.

¹⁴⁶ Including new contributions and CORE funding.

¹⁴⁷ United Nations (2020) Socioeconomic Response and Recovery Plan of the United Nations System in Peru.

¹⁴⁸ UNDP "Vulnerabilities, beyond poverty".

¹⁴⁹ MIMP-UNDP "Impacts of the coronavirus epidemic on the work of women in Peru".

¹⁵⁰ UNDP-GRI "Beyond recovery: a look at 2030 from Peruvian business conduct".

At the territorial level, UNDP led an analysis for the Amazon region and the prioritization of five regions to carry out pilot strategies for socioeconomic recovery.¹⁵¹ This study enabled the mobilization of additional funds from NORAD, SDC and REPSOL. At the time of writing, coordination platforms had been established in each of these territories in which more than 15 national and subnational public institutions and 10 indigenous organizations participated, and five pilot plans had been designed. Information for the prevention of COVID-19 was disseminated in 10 indigenous languages, and communities were trained to immediately refer detected cases to the health service. In addition, UNDP was preparing a study on the socioeconomic impact of the pandemic on indigenous populations.

UNDP Peru and the RBLAC Economist Network provided assistance to generate disaggregated data to support the Poverty Committee and the committee formulating the Fifth National Economic Census, as part of the National Statistical System.¹⁵² Likewise, the country office and RBLAC produced a series of public policy documents in the context of the pandemic, and disseminated analysis of trends on poverty, vulnerability and COVID-19 impacts in relevant spaces such as the Poverty Commission, as the Pact for Peru (see finding 13).¹⁵³

UNDP also produced a study on the impact of quarantine on family violence.¹⁵⁴ The efforts made in compiling, analysing and disseminating disaggregated and quality information have not yet been linked to the measurement and fulfilment of Agenda 2030, where work is needed to foster greater commitment from the Government, for instance through definition of the precise roadmap.¹⁵⁵

UNDP has supported four ministries to deal with the health emergency, providing access to a volunteer network that enabled more than 10,000 young people from all over the country to be mobilized to provide (virtual) social, emotional and financial support to citizens affected by the pandemic.

The pandemic revealed the shortcomings of the non-universal social protection system, the lack of protection against unemployment and the lack of crisis adaptation measures. Added to this are the general challenges caused by lack of transparency and institutional corruption. While the Government of Peru did not request international humanitarian assistance for COVID-19, it did provide various subsidies to help people and companies affected by isolation and mandatory confinement. Due to a lack of adequate registration and targeting mechanisms, it has been especially difficult to reach informal workers, indigenous and migrant populations. UNDP supported MIDIS with an informative digital platform through which volunteers could provide information on cash transfer mechanisms to vulnerable people, in particular the elderly and people with disabilities. However, UNDP has not played a more central role in supporting efficient and transparent procurement in the public health and social protection systems, as it was able to do in other countries in the region. For example, in Honduras, UNDP supported electronic transfer systems focused on vulnerable populations, developing a Multidimensional Vulnerability Index, and co-manages the early recovery group together with national counterparts.¹⁵⁶ This is in part due to the political instability that marked the period and impacted the continuity of efforts.

¹⁵¹ ROAR 2020. 2020 Progress report Recovery and social protection of indigenous peoples Project.

¹⁵² ROAR 2020 and interviews.

¹⁵³ Among others, UNDP produced UNDP-GRADE "Covid-19 and the external shock: Economic impacts and policy options in Peru" For Pact for Peru see <https://www.pe.undp.org/content/peru/es/home/presscenter/articles/2020/un-pacto-por-el-peru.html>.

¹⁵⁴ UNDP-GRADE Partial report "The impact of the COVID-19 quarantine on family violence: Differentiating victims, types of violence and risk of violence for Peru".

¹⁵⁵ It was possible to coordinate the MAPS Mission in conjunction with MIDIS and other United Nations agencies. Constant changes in government and the COVID19 crisis were the main causes (ROAR 2020).

¹⁵⁶ "Bono Único" programme of the Government of Honduras for vulnerable population in COVID 19 context.

2.4 Citizenship and peace

A total of 12 projects with 13 project outputs were implemented under outcome 4, with a budget of \$30.3 million and expenditure of \$12.8 million (9 percent of total programme expenditure), reaching a 42 percent execution rate.¹⁵⁷ Seven projects (77 percent of expenditure) were nationally implemented by UNDP and five (23 percent of expenditure) were directly implemented. This portfolio has largely been funded by PCM (96 percent of expenditure) followed by UNDP (4 percent of expenditure).

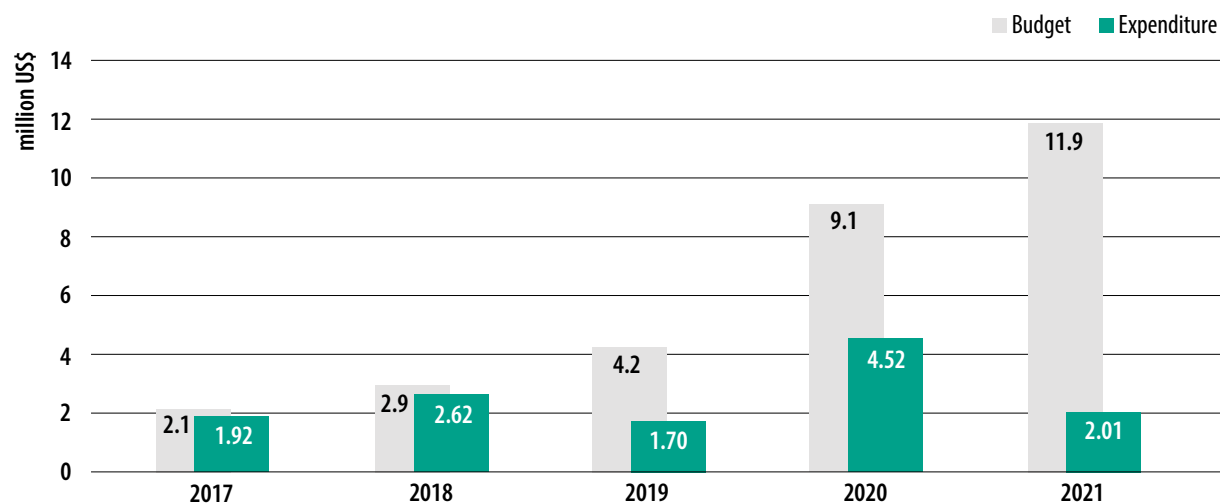
CPD Outcome 4. By 2021, people living in poverty and vulnerability improve their exercise of freedoms and rights in a framework of peace and lawfulness.

Related outputs:

OUTPUT 4.1. Government capacities improved to address international human rights obligations, especially those related to people living in conditions of vulnerability and discrimination.

OUTPUT 4.2. Enhanced participation mechanisms promoting dialogue and social peace and greater social representation.

FIGURE 4. Evolution of budget and expenditure in the area of citizenship and peace



Source: Data from Power BI as of 11 June 2021

¹⁵⁷ The financial resources correspond to the period: 2017 to June 2021.

Finding 13. Democracy, political and citizen participation and social representation, in particular of excluded groups (women, youth, indigenous and afro-descendant populations): UNDP is making a considerable contribution to national political dialogue and citizen participation processes for the collective construction of a new vision for the country. However, despite Peru's significant progress in establishing reforms to ensure women's participation in political life and representation in the National Congress during the latest elections, there is limited evidence that UNDP contributed to these changes.

UNDP sought to promote citizen participation in State-building processes by providing technical assistance to the National Agreement, an important multi-stakeholder platform created in 2002 and attached to PCM. The National Agreement is made up of government authorities, political representatives, business associations and CSOs. According to interviewees, this space has facilitated a rapprochement between different segments of Peruvian society, enabling the implementation of agreements or policies emanating from their discussions. UNDP has been supporting this platform since its inception, providing technical and administrative assistance by facilitating the hiring of international experts and transparent procurement processes.

UNDP also supported the National Agreement and some of its commissions in the preparation of the 'Pact for Peru', announced by President Vizcarra in July 2020 in response to the COVID-19 emergency.¹⁵⁸ However, the political crisis that led to the departure of President Vizcarra delayed the approval of the Pact. The National Agreement did, however, lead to the approval of three important proposals to overcome and recover from the crisis: the Solidarity Commitment to the Protection of Life, Peru 'Zero Hunger'; the Immediate Measures to Reactivate the Economy and Preserve Health; and the National Pact to Combat Violence and Discrimination against Women.¹⁵⁹

These actions were complemented by UNDP support, first to PCM and then to the Ministry of Culture, for implementation of the Agenda for the Commemoration of the Independence of the Republic, through the 'Strengthening Citizenship for the Bicentenary' project. This Agenda is expected to lead to the elaboration of a common narrative of the country and a consensus on a shared vision for Peru. The challenge of generating a new narrative and common vision for the country has been compounded by the need to manage and recover from the impacts of COVID-19.

UNDP is providing technical support to the development of the Agenda, for those activities most closely linked to communication around the bicentenary, including citizen spaces for dialogue and social innovation, access to training and information resources and mass-media campaigns. However, activities linked to the development of a National Bicentenary Pact and the Pact for Peru have not been implemented, and are in the process of revision and definition. The recent transition of the project to the Ministry of Culture has caused several delays and led to budget reductions. Nonetheless, six consultations took place, in which more than 3,800 citizens participated, with the objective of designing and implementing transformational projects across the country.

¹⁵⁸ The Pact sought agreements around the following: (1) construction of the unified health system, (2) access to quality education at all levels, (3) sustainable economic growth and investments, (4) continuity of the political reform and the justice administration system and (5) fight against poverty and extreme poverty.

¹⁵⁹ <http://www.acuerdonacional.pe/wp-content/uploads/2021/03/PACTO-NACIONAL-MUJER-8-de-marzo-2021-FINAL.pdf>.

In the period under evaluation, UNDP also planned to support electoral reform to improve democratic governance and social peace in Peru. The CPD specifically aimed to increase the number of people from groups traditionally excluded from decision-making processes to run as candidates in congressional and local elections, with the specific target of at least 40 percent women on electoral lists. After reaching the 40 percent threshold in 2020, and surpassing it in 2021 with the introduction of parity and alternating principles in the electoral lists, the 2021 Peruvian elections brought 52 women into Congress. In 2020, women held 26 percent of the seats in the national congress, which placed Peru at 76th in the world according to the Inter-Parliamentary Union. Nevertheless, while 29 percent of the candidates self-identified as indigenous (exceeding the proposed target of 10 percent), less than 1 percent identified themselves as afro-descendant in both 2020 and 2021. At local level, the lists for the 2008 local elections were made up of 39.5 percent women and 12 percent indigenous people. No data was collected for afro-descendant populations.¹⁶⁰ However, only 28 percent of Peru's public institutions are headed by women, while slightly less than 3 percent of subnational institutions are headed by indigenous representatives, and representation of afro-descendants is marginal.

The evaluators did not find evidence of UNDP contributions to the electoral reform on parity in electoral lists that led to this increase in representation of women in Congress. UNDP contributed to the establishment of the first Indigenous Political Training School, which enabled training on political processes for 46 leaders (13 men and 23 women) from four organizations, 91 female mayors and 600 political and social leaders and female candidates.

Most recently, UNDP has resumed work with two electoral institutions (JNE and National Electoral Office) as well as with CSOs (Idea and Transparency) through the 'Innovation for citizen political participation: beyond the recovery of COVID-19' initiative, which began at the end of 2020. This project aims to create a virtual platform to improve exchanges and facilitate political dialogue between citizens and political leaders in Peru. It also aims to empower groups traditionally excluded from decision-making processes, such as women and young people, by supporting them in the construction and promotion of their agendas. During the recent general elections, an advisory electoral mission was coordinated, together with UNDP headquarters, to provide advice to electoral institutions, civil society and other key public bodies, so as to properly conduct the process. In addition, UNDP promoted the development of a Women's Agenda with 30 representatives of women's political and social organizations, and plans to train 20 recently elected women parliamentarians in collaboration with the responsible electoral body, UN Women and the Spanish Agency for International Development Cooperation. UNDP plans to continue and escalate this work in the next phase by focusing on electoral reform in key areas, implementation of the Parity Law, the political representation of women in the upcoming regional elections, and the prevention of political harassment of women, in coordination with the United Kingdom Government.

¹⁶⁰ Training covered issues such as democracy and structure of the State; collective rights of indigenous peoples and indigenous public institutions; political parties, electoral legislation and candidacies in the 2021 General Elections; electoral strategy planning, political communication and public speaking; and political harassment and human rights violations in electoral processes.

UNDP also sought to fight disinformation during the political debate and, during the recent elections, promoted a media alliance through the collaborative information verification platform *Ama Llulla*. The platform gathered 11 national digital media sites and 14 regional radio stations from the Andean and Amazon areas, generated more than 100 verification articles and provided real-time verification of the three official debates organized by JNE.¹⁶¹ In addition, UNDP organized the *Redpublica* Festival, which set up a new platform for citizens' political participation.¹⁶²

Finding 14. Dialogue, conflict prevention and management mechanisms: UNDP has extensive experience and recognition in the area of dialogue and conflict management in the country. Its key value addition has been the promotion of dialogue to channel citizen demands towards government institutions, emphasizing not only conflict prevention and management, but also longer-term sustainable development issues.

UNDP has worked with PCM around the mainstreaming of structured participation mechanisms to foster a culture of dialogue to prevent and manage social conflict through two major projects in the area of citizenship and peace: 'Conflict prevention in the use of natural resources' (completed in 2018), and 'Social management and multi-stakeholder dialogue' (ongoing).

Through these projects, under the leadership of the Vice-Ministry of Territorial Governance, UNDP promoted the use of intercultural and multi-stakeholder dialogue beyond a conflict management tool. UNDP assistance and advocacy are promoting a paradigm shift, in which dialogue becomes the main channel to provide all segments of Peruvian society with the opportunity to co-construct their country's development process. This change in strategy is a relevant and effective approach, insofar as it allowed the country office to capitalize on synergies between this area of work and the territorial approach implemented in the Amazon and Loreto.

UNDP considered some of the lessons learned from the previous programme cycle to elaborate its current strategy. It has, for example, more actively promoted the participation of different levels of government, with a particular emphasis on local government, in addition to other social actors affected or involved in conflicts. It also moved forward with a system to measure the effectiveness of structured dialogue spaces, and monitor the status of conflicts and degree of compliance of different actors with the agreements.

While the UNDP objective of contributing to the creation of a National System for Conflict Prevention and Management was not achieved, it has contributed to the creation of tools and models for the Social Management and Dialogue Secretariat of the Vice-Ministry. For example, it contributed to the creation of a digital platform that can simulate different crisis scenarios and link them to a plausible risk level, known as 'Early Warning Systems, Social Management and Monitoring of Commitments', along with information management protocols. Tools were also elaborated for the prospective analysis of conflicts and their related risks, and structured multi-stakeholder dialogue mechanisms were created in which traditionally excluded groups such as indigenous people participate. Teams were also put in place for rapid interventions in crisis situations linked to these dialogue mechanisms, with access to geo-referenced data systems (Geo Peru platform), which are expected to analyse emerging conflicts and guide territorial planning.

¹⁶¹ Ama Llulla (2021) "Análisis de impacto Elecciones 2021".

¹⁶² <https://www.redpublica.pe>.

During the COVID-19 pandemic, digital platforms facilitated the identification of emerging risks and the adoption of measures based on lessons learned from previous crises. A protocol was developed to ensure the continuation of dialogue spaces during the emergency. In addition, eight dialogue mechanisms were established, in six regions, to manage the emergency response with the participation of indigenous people.

To address conflicts linked to extractive activities, UNDP has been supporting MINEM in the production of independent technical studies in high-conflict oil and gas production areas, such as the Ex-Lot 1 AB study (completed) and Lot 8 study in the Loreto region of the Amazon (ongoing). These studies aim to provide independent technical analysis of the economic, social and environmental risks and opportunities related to the activities of extractive industries in these regions. The first study to be completed was disseminated through 31 meetings with 10 communities, including affected indigenous populations, but the intervention has not led to a sustainable solution for dialogue and conflict resolution across populations, government and extractive industries.

Finally, despite being mentioned in the CPD, there is no evidence that UNDP has contributed to the formalization of mechanisms to ensure the full operationalization of free, prior and informed consent of indigenous populations as per the United Nations Declaration on the Rights of Indigenous Peoples.

Finding 15. Mechanisms to address international human rights obligations, especially those related to people living in conditions of vulnerability and discrimination: UNDP has participated in the development of important human rights instruments, including the National Human Rights Plan, and is developing others such as the first National Action Plan on Business and Human Rights. Although UNDP has not contributed to the approval of district ordinances to combat discrimination as stated in the CPD, it has incorporated a line of action on the inclusion of migrants in the city of Lima. UNDP needs more robust measurement of intermediate results to better evidence its contribution to advancing the human rights agenda.

The groups most exposed to discrimination in Peru are people living in poverty and rural, indigenous and afro-descendant populations, especially youth and women.¹⁶³ Within its citizenship and peace programming, UNDP very pertinently incorporated actions to create conditions for equality, through the application of the human rights-based approach and recommendations issued by human rights mechanisms, in line with the UNDAF. Specifically, UNDP designed two courses of action: (1) work with the Ministry of Justice, CSOs and the Office of the United Nations High Commissioner for Human Rights to promote the inclusion of the Universal Periodic Review (UPR) recommendations in the application of the National Plan of Human Rights; and (2) advocacy for the application of regulations and instruments to combat discrimination.

On the former, the National Human Rights Plan was prepared with the participation of United Nations agencies in the country, and approved in 2018. The Plan incorporates the majority of UPR recommendations, meaning that the CPD indicator has been achieved.¹⁶⁴ Regarding implementation of the Plan, UNDP participated in several of the working groups established in relation to 13 different categories of vulnerable groups.¹⁶⁵ At the time of writing, there was no evidence of any concrete results of this participation beyond the progress made in the National Business and Human Rights Plan, and application of the UPR

¹⁶³ CPD 2017-2021.

¹⁶⁴ ROAR 2018, 2020, CPD Indicator Matrix and interviews.

¹⁶⁵ ROAR 2018 and CPD Indicator Matrix.

recommendations was not monitored.¹⁶⁶ It is therefore difficult to find evidence of real progress, for instance in terms of equality and non-discrimination of vulnerable groups, a central element of the support programmed by UNDP.

UNDP planned to promote the approval of regulations against discrimination at the district level, including through the 'Strengthening human security and community resilience by fostering peaceful co-existence in Peru' project. This project was mainly implemented during the previous cycle, without continuity, until its completion in 2018.¹⁶⁷ Therefore, although anti-discrimination ordinances have been passed in 17 percent of all districts, UNDP has only indirectly contributed to this result.¹⁶⁸

The country office recently launched two initiatives that directly contribute to the fight against discrimination of vulnerable people. On the one hand, an initiative with MML to support the migrant population from Venezuela generated the creation of the first Peruvian-Venezuelan community organizations in 2020.¹⁶⁹ On the other, within the Bicentenary Commemoration Agenda, UNDP supported the development of national campaigns to promote the concept of a country free of discrimination and racism, a value included in the National Bicentenary Pact. UNDP also supported awareness campaigns on inclusive citizenship, targeting indigenous populations in their languages, which reached almost four million people.

One of the most relevant processes in this area is linked to the National Action Plan on Business and Human Rights, an ongoing process. This is Peru's first plan following the recommendations of the United Nations Working Group on Business and Human Rights.¹⁷⁰ Under the coordination of the Ministry of Justice and Human Rights, and through an inclusive dialogue mechanism, the State, private sector, CSOs, indigenous peoples and trade unions designed this instrument in line with the United Nations Guiding Principles on Business and Human Rights, with the collaboration of international organizations, including UNDP.¹⁷¹ The aim is to address the large number of social conflicts related to large-scale commercial operations, especially by extractive companies, to improve relationships with indigenous communities, protect human rights defenders and improve the business environment.¹⁷²

¹⁶⁶ At the time of writing there is no national system for monitoring UPR recommendations and although the UPR Working Group of Peru tried to evaluate compliance with each recommendation based on the available evidence, the generality of these prevented their determination (Matrix of CPD indicators).

¹⁶⁷ Governance Progress Document.

¹⁶⁸ ROAR 2020, CPD Indicator Matrix, Document Governance Progress and interview.

¹⁶⁹ ROAR 2020, Document Governance Progress and interviews.

¹⁷⁰ Report of the Working Group on the question of human rights and transnational companies and other companies on its mission to Peru. Human Rights Council. May 9, 2018 A / HRC / 38/48 / Add.2.

¹⁷¹ <https://cdn.www.gob.pe/uploads/document/file/1539468/MESA-MULTIACTOR-PNA-1.pdf.pdf>.

¹⁷² ROAR 2020.

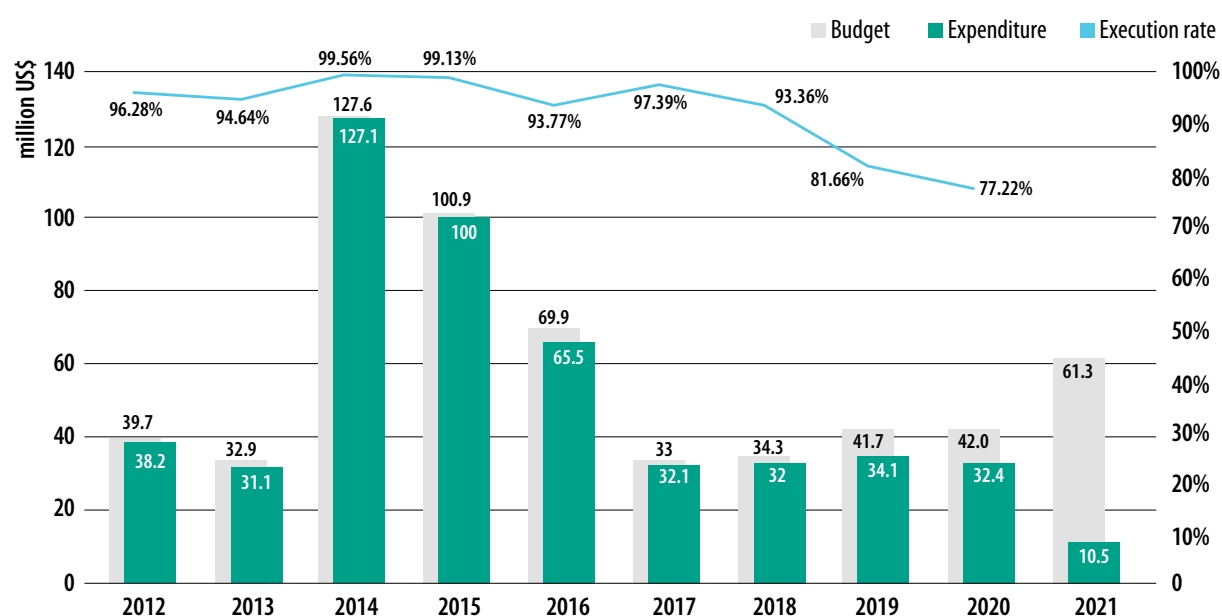
2.5 Cross cutting issues

Finding 16. Resource mobilization: A decline in official development assistance, Peru’s status as an upper-middle income country, its new legal supplementary provisions and over-reliance on government and GEF funds have presented a challenge for the UNDP resource mobilization strategy. UNDP has already taken steps to diversify its resource base, which are showing early but encouraging results.

Funding projections for this programme cycle were ambitious. According to the 2017-2021 results and resource allocation framework, the country programme planned to mobilize \$250 million in resources, including \$1.8 million in regular resources. So far, it has managed to mobilize \$212.2 million, or under 85 percent of its target, with almost \$1.6 million from regular resources.¹⁷³

The current programme budget (2017-2021) is significantly lower than for the previous period. In the previous cycle, the UNDP programme budget reached \$127.6 million in 2014,¹⁷⁴ and \$100.9 million in 2015.¹⁷⁵ In 2017, the programme budget was \$33.0 million, but steadily increased to reach \$61.3 million in 2021 (see figure 5). In 2017-2021, core funding programme expenditure amounted to \$1.9 million, compared to \$3.0 million (0.83 percent) in 2012-2016.

FIGURE 5. Programme budget and expenditure, Peru 2012-2021



Source: Data from Power BI as of 14 June 2021

¹⁷³ UNDP mobilized 85 percent of the planned financial resources. Disaggregated data by outcome indicates that UNDP mobilized 99 percent of the financial planned resources for institutions and transparency (outcome 3), 95 percent for social protection and quality services (outcome 2), 84 percent for inclusive and sustainable growth and development (outcome 1) and only 50 percent for citizenship and peace (outcome 4). The low resource mobilization for outcome 4 in part is due to frequent changes in the Government as a result of political instability and changing government priorities.

¹⁷⁴ Due to the allocation of \$83 million to the “United Nations Climate Change Conference (COP20) project”.

¹⁷⁵ Budget allocations of \$47.7 million to the “Proyecto Especial Apoyo Organización Juntas Gob BM/FM” and \$24.3 million to the “Fortalecimiento capacidades Programa Qali Warma” projects. The resources of the above projects were fully utilized in 2014 and 2015 respectively.

Although the execution rate remained high, it has seen a declining trend since 2017, at 87 percent in the current programming cycle compared to 98 percent in the previous cycle.¹⁷⁶ This decline is, in part, due to the low execution rate of the citizenship and peace area, Outcome 4, at 58 percent, and the impact of the pandemic on programme activities and delivery.¹⁷⁷ The remarkable execution rate is the result of management's regular and close monitoring of delivery and expenditure, as well as the programme approach which allowed portfolio synergies to be identified and the efficiency of resources increased.

The Government of Peru is the primary contributor to the programme, providing \$74.4 million over the period 2017-2020. PCM provides 56 percent of total cost-sharing and 32 percent of total expenditure, while MIDIS finances 24 percent of total cost sharing. With 21 percent of total programme expenditure and 50 percent of Outcome 1 expenditure, GEF remains the second largest contributor at \$29.6 million. UNDP reliance on government and GEF funding for its programming, which has provided a steady stream of financing for the agency, nonetheless represents a significant financial risk for the country office.

UNDP has mobilized and repurposed its programme to support Peru's response to the COVID-19 pandemic. UNDP mobilized \$207,500 from the Rapid Response Facility (RRF) to support indigenous populations in strengthening and accelerating response and recovery capacities. These funds were catalytic to mobilize complementary resources from NORAD (\$348,800) and SDC (\$150,000). In 2020, the country office received funds for a second RRF proposal focusing on democracy and social cohesion through digital disruption. Moreover, UNDP repurposed \$8,876,239 for COVID-19 efforts, including core funds. For example, for the Amazon portfolio, a theory of change (ToC) and budget repurposing exercise were carried out at the beginning of the pandemic to maximize the impact, efficiency and sustainability of Amazon interventions in the face of COVID-19.

Government stakeholders consider UNDP to add value in terms of its connections and facilitation of international development financing. National counterparts recognize that the resources mobilized by UNDP help to catalyse additional resources. For example, UNDP has been able to leverage vertical funds such as GEF or partners such as the RFF or bilateral funding for the NDCs. Interviews and partnership surveys suggest that most partners believe UNDP could best contribute to achievement of the SDGs by facilitating "greater access to public and private financing for SDGs" (58 percent of respondents), while 72 percent believe that the core contribution of UNDP to the SDGs is establishing broad partnerships with a shared development vision.

The mobilization environment for the country office presents several challenges to its financial stability and expansion. Despite Peru's development gaps, funding opportunities are limited due to its status as an upper middle-income country.¹⁷⁸ This situation has had a significant impact on UNDP core funding (1.3 percent of programme expenditure) and the availability of donor resources. A general decrease in official development assistance has further constrained the country office mobilization capacity. From 2012 to 2017, development aid was in continuous decline, recovering from 2018. Furthermore, many traditional donors either provide direct support to the Government or have become their commercial partners, shrinking the UNDP window of opportunity. UNDP received \$45.2 million from bilateral and multilateral funds over the 2012-2016 period, and \$41.1 million for the current programme cycle.¹⁷⁹

¹⁷⁶ The execution rate of 87 percent has been calculated for the 2017-2020 period. This figure does not take into consideration 2021 since it would present a skewed picture of the finances.

¹⁷⁷ The low execution rate experienced by outcome 4 was partly the result of the 7 percent execution rate of the "Innovacion para la participacion politica ciudadana" project, and the 17 percent execution rate of the "Fortaleciendo la ciudadania de cara al Bicentenario" project in 2020.

¹⁷⁸ World Bank. Data. Peru. <https://data.worldbank.org/?locations=XT-PE>.

¹⁷⁹ Budget from Bilateral and Multilateral funds which include: cost-sharing, trust funds, funding windows, third party cost-sharing, thematic trust funds, other trust funds.

The country office is also facing continued challenges regarding legal supplementary provisions. The Peruvian State updated its legal framework in 2015, with Law 30356 for international organizations. As a result, cooperation between the United Nations and national entities has been declared as “*resource management agreements*”, significantly impacting all multilateral organizations and creating implementation challenges, as projects must be written into the national budget and approved for the sectoral ministry to be able to sign.

This situation obliged the country office to review its approach to resource mobilization during the current programme cycle. Although government cost-sharing and GEF remained the main donors, UNDP made significant efforts to mobilize more diversified sources of funding with early but positive results. The UNDP Peru resource mobilization strategy is slowly broadening its range of contributors, especially from international development banks and less traditional donors such as the private sector. New cost-sharing agreements with seven private companies have mobilized \$289,000 to support national development goals in diverse areas, such as disaster risk reduction. UNDP has not yet built the required relationships or found strategic areas of investment with international financial institutions (IFIs), in part due to shifting dynamics in the country which favour more direct engagement of those partners with the Government.

Interviews suggested that the lack of appetite among some non-traditional partners has more to do with their lack of clarity on UNDP added value or understanding of its areas of intervention, than with the opportunities for collaboration.¹⁸⁰ In this sense, UNDP must strengthen its capacity to demonstrate its relevance, added value and approach to those non-traditional partners. This requires further reflection on how to approach those partners, and adaptations to the UNDP monitoring and evaluation (M&E) system and communication strategy in the country.

The country office has taken some steps to overcome these challenges, with the creation of a planning unit with oversight of M&E and communication, the development of a resource mobilization strategy with stronger linkages to its communication strategy, and an exhaustive mapping of existing and prospective partners. While those efforts are highly relevant, progress has been slowed by the COVID-19 pandemic as well as the multiple responsibilities of those key UNDP departments.

The country office is also slowly moving from portfolio-based to crosscutting resource mobilization. For example, its regional and holistic approaches have made it a partner of choice to advance the country’s NDCs. UNDP helped Peru to mobilize funds from Norway (\$13.3 million), Italy (\$2 million) and the German-backed NDC Support Programme (\$2 million) to keep scaling up its climate action. Finally, the country office efforts to explore alternative financing mechanisms such as crowdfunding and blended finance (e.g. “*Life Shields*” and “*no estas sola*”) are worth highlighting.

Finding 17. Sustainable Development Goals: UNDP has played an important role in the integration and tracking of Agenda 2030. Highlighted results include Peru’s National Voluntary Reviews, the development and implementation of the SDG Corporate Tracker platform, and the facilitation of partnerships with the public and private sector, academia and civil society. By supporting the measurement of private sector contributions to achievement of the SDGs, and promoting the development of innovative solutions to address development challenges, UNDP Peru has established itself as an innovative development leader and coordinator in the country.

¹⁸⁰ Certain UNDP instruments, including due diligence processes and cost-sharing agreements, are reported to be too complex for certain private stakeholders and disincentivize cooperation.

In 2017, UNDP supported CEPLAN in the development of the first Voluntary National Review (VNR).¹⁸¹ UNDP support focused on the development of a communication strategy to ensure that the voices of different communities would be reflected in “*Visión Perú al 2050*”. In 2020, support was provided for the design of the second VNR.¹⁸² For the first time in Peru, the VNR included a comprehensive analysis of the status of private sector contributions to Agenda 2030. UNDP is also providing support to MML for the development of the country’s first Local SDG Voluntary Review.

UNDP provided technical assistance for the development of the National Strategic Plan for Statistical Development 2018-2020, which became the first of its kind to be aligned with the SDGs. With UNDP technical statistical support, INEI made important progress in compiling data for SDG indicators, 122 out of 241 were informed.¹⁸³ UNDP also collaborated in drafting a roadmap to overcome gaps in these indicators, though this had not been finalized due to the pandemic.¹⁸⁴ UNDP assistance included the development of an online platform to monitor progress towards the SDG indicators, with INEI and CEPLAN. However, despite the progress achieved, integration of Agenda 2030 into national policies and the application of an intersectoral approach and multi-stakeholder coordination to nationalize the SDGs remain key challenges in the country.¹⁸⁵

MIDIS expressed interest in the organization of a ‘Mainstreaming acceleration and policy support’ (MAPS) mission, and UNDP established a committee involving the United Nations Children’s Fund, UNFPA, the International Labour Organization and FAO.¹⁸⁶ However, constant changes in the Government and the COVID-19 pandemic were major obstacles which complicated the execution of the mission.¹⁸⁷

UNDP also played a pivotal role in the inclusion and mainstreaming of the SDGs agenda with the private sector. This included three main strands: the development and implementation of the SDG Corporate Tracker Platform;¹⁸⁸ the implementation of a resource mobilization strategy; and the launch of the first Report on the Status of Corporate Volunteering in Peru.¹⁸⁹

The Corporate Tracker Platform is an innovative tool to measure and visualize private sector contributions to the SDGs for over 1,000 participating companies. Analysis of the data provided by the Platform was included as a special chapter in Peru’s 2020 VNR, allowing UNDP Peru to produce an *ad hoc* document on the specific impact of the pandemic on the private sector, with recommendations for recovery.¹⁹⁰

Through the resource mobilization strategy (human, technological, financial and innovation), UNDP laid the foundations for engagement of the private sector in sustainable development initiatives and UNDP initiatives for the achievement of Agenda 2030.¹⁹¹ This was accomplished by: highlighting the contribution

¹⁸¹ VNR on the implementation of the 2020 Agenda for Sustainable Development (2017).

¹⁸² Second VNR on the implementation of the 2020 Agenda for Sustainable Development (2020).

¹⁸³ CPD Output 3.3: National and subnational capacities strengthened for implementation of Agenda2030; 2019: UNDP Peru attended to the Government of Peru in the analysis of the actual status about the SDGs indicators production in Peru to advance with the generation of indicators that serve like a baseline for decision-making and public policies design (122 reported indicators from INEI).

¹⁸⁴ CPD Outcome 3.3; 2020: Due to the inform Peru: Baseline of main indicators available from SDG (INEI) has not been published until December 2020, the same data of 2019 was considered.

¹⁸⁵ Key development policies, including ‘Vision del Peru al 2050’ do not mention the SDGs.

¹⁸⁶ MAPS is the United Nations development system common approach to supporting country implementation of the SDGs.

¹⁸⁷ CPD Output 3.3, 2020: Application of MAPS by United Nations country team with UNDP participation.

¹⁸⁸ This initiative was implemented with the contribution of CEPLAN and INEI and co-developed with UNDP Colombia, the Global Reporting Initiative (GRI) and key private associations, such as Peru 2021.

¹⁸⁹ UNDP (2017) First Report on the Status of Corporate Volunteering in Peru.

¹⁹⁰ Global Reporting Initiative, UNDP (2021) Beyond Recovery: A Look at 2030 from the Peruvian business conduct.

¹⁹¹ UNDP Peru “Sector Privado como socio para Desarrollo en Agenda 2030” Project (ID 00101863).

of the private sector to the fulfilment of Agenda 2030 through corporate volunteering; designing and implementing a strategy to mobilize resources from the private sector; and providing the Peruvian private sector with a portfolio of options to sustainably collaborate with UNDP for the achievement of Agenda 2030.

The first Report on the Status of Corporate Volunteering in Peru provides an overview of corporate volunteering as of 2017.¹⁹² This report showed that 40 companies operating in the country had corporate volunteering initiatives that contributed to the achievement of the SDGs, with a focus on education and health. However, it did not document evidence of how the corporate volunteering initiatives were connected to the Agenda 2030 objectives and indicators.¹⁹³

In addition, UNDP established networks and facilitated partnerships with the private sector, civil society and academia for promotion of the SDGs. For example, UNDP Peru supported companies, the National Confederation of Private Business Institutions, the Peruvian Agency for International Cooperation and a national consortium of universities to implement initiatives and strategies to contribute to the achievement of Agenda 2030.¹⁹⁴ One of the most important initiatives was '*Empresas que Inspiran*', a platform of Peruvian companies organized by UNDP to position the value of corporate volunteering to enable the strategic contribution of different stakeholders to the SDGs.¹⁹⁵ Another initiative, '*Tejiendo Futuro*', a partnership with United Nations Volunteers, the Peruvian national grid and other regional actors, aims to support female artisan businesses to build resilience and recovery from the *El Niño Costero* phenomenon.¹⁹⁶

In collaboration with public and private actors such as PRODUCE, the University of Miraflores, the University of Piura, IBM and BBVA Bank, UNDP Peru organized 'Global Goals Jams' events, which engaged makers and designers from local communities in the achievement of the SDGs by creating short-term solutions with long-term impact.¹⁹⁷ For instance, in 2017 the Global Jams resulted in the generation of technological solutions to adapt to natural disasters, people's action against climate change, the reduction of violence and discrimination, and increased institutional transparency.¹⁹⁸ In 2018, the Global Jams resulted in solutions to tackle street harassment, xenophobia and to strengthen recovery from *El Niño Costero*.¹⁹⁹

In 2020, UNDP Peru established 'Accelerator Labs', part of a global initiative. This is a dynamic network which aims to inspire and empower individuals to be changemakers by catalysing innovative ideas and solutions for the achievement of SDGs.²⁰⁰ For the 2021 launch of the Accelerator Labs 'Future Now' initiative, a community of 300 social actors was created to connect social leaders and UNDP experts to stimulate the generation of ideas to solve problems their communities were facing during the pandemic. This event allowed participants to understand and discuss the multiple links and causal relationships between their

¹⁹² UNDP (2017) First Report on the Status of Corporate Volunteering in Peru.

¹⁹³ Innovation for Action, UNDP Peru. <https://www.pe.undp.org/content/peru/es/home/presscenter/articles/2019/articulacion-con-empresas-para-salvar-vidas.html>.

¹⁹⁴ 'Promoción y fortalecimiento de alianzas multiactor' (Project ID 00104422). Examples of companies: Fundación Telefónica, Cálida Gas Natural de Lima y Callao, Banco de Crédito del Perú, Red de Energía del Perú, LATAM Airlines Perú, Repsol, Antamina and Nexa Resources. Consortium of Universities is constituted by Pontificia Universidad Católica del Perú, Universidad del Pacífico, Universidad Peruana Cayetano Heredia and Universidad de Lima.

¹⁹⁵ UNDP: Empresas que inspiran – Corporate Volunteering in action presentation. Companies involved are: Banco de Crédito del Perú, Rimac, IBM, Alicorp, Belcorp, Lindley, Sodimac, Backus, Fundación Telefónica, Cálida Gas Natural de Lima y Callao, Red de Energía del Perú, LATAM Airlines, Lima Expresa, Belmond, Nexa Resources. <http://empresasqueinspiran.pe/en/home>.

¹⁹⁶ Others involved include the Office of Economic Development of the Regional Government of Piura and the Tourism Office of the Municipality of Catacaos, and the University of Piura. <https://stories.undp.org/tejiendo-futuro>.

¹⁹⁷ 2018 ROAR and interviews with stakeholders mentioned the execution of the Global Goals Jams event with the support of UNDP Peru. Global Goals Jam, Jam 2020 Organiser Booklet, Amsterdam University of Applied Science, Digital Society School, UNDP, https://globalgoalsjam.org/wp/wp-content/uploads/2020/04/GGJ_organisers_2020.pdf.

¹⁹⁸ <https://www.pe.undp.org/content/peru/es/home/presscenter/articles/2017/10/09/j-venes-presentan-soluciones-tecnologicas-a-desaf-os-de-cambio-clim-tico-e-instituciones-s-lidas.html>.

¹⁹⁹ <https://www.pe.undp.org/content/peru/es/home/presscenter/articles/2018/tecnologia-e-innovacion-para-enfrentar-el-acoso-callejero-la-di.html>.

²⁰⁰ UNDP (2021) Acceleration Inside Out: activating the Accelerator Labs Network in Peru, 16 May 2021. <https://www.pe.undp.org/content/peru/es/home/presscenter/blogs/2021/acceleration-inside-out.html>.

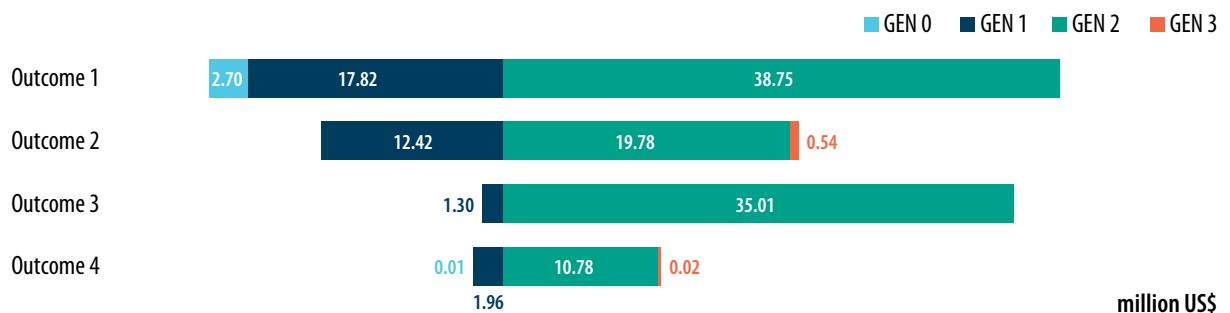
priority SDGs and the other goals. In addition, within the governance portfolio, the Accelerator Labs curated 12 governance projects for young people and women of indigenous communities, while promoting the integration of the SDGs into their projects. These initiatives were later presented to a digital audience at national level. The Global Goals Jams and Accelerator Labs initiatives have positioned UNDP as an innovative development leader and networker in the country, and strengthened its partnerships with public and private stakeholders.

Finding 18. Gender mainstreaming and gender equality: UNDP Peru has demonstrated commitment towards gender equality. Despite some positive results, UNDP achievements on GEWE have been limited.

Using the gender marker tool, approximately 73.9 percent of programme expenditure (\$104.3 million) was assigned to outputs with gender equality as a significant objective (GEN2), while 23.7 percent (\$33.5 million) was allocated to outputs that were expected to contribute to gender equality in a limited way (GEN1) and 1.9 percent (\$2.7 million) to outputs that were not expected to contribute to gender equality (GEN0). Only 0.4 percent (\$0.6 million) was allocated to outputs that had gender equality as the main objective (GEN3). The proportion of gender-focused project outputs and programme expenditure (GEN2) increased during the programme cycle, while project outputs and programme expenditure committed to GEN 1 declined. Expenditure on GEN3 project outputs were recorded in 2019 and 2020 only.

Most GEN2 projects were under Outcome 1 on Inclusive and sustainable growth and development (approximately 72 percent of GEN2 project outputs), while the few GEN3 projects were under Outcome 2 on social protection and quality basic services (approximately 75 percent of GEN3 project outputs).²⁰¹

Figure 6. Expenditure by gender marker and outcome (2017-2021)



Source: Data from Power BI as of 11 June 2021

Due to budget constraints, the country office has not recruited a dedicated gender specialist at P4 or P5 level or established a full-time gender team.²⁰² However, in 2019, the country office established a multidisciplinary gender team made up of the democratic governance officer and two project coordinators specialized in gender.²⁰³ This team was tasked with providing technical support on GEWE across the office portfolios: governance, environment and prosperity. This support focused on gender action planning and gender mainstreaming within country office projects and programmes. The gender team also collaborated on

²⁰¹ Projects marked as GEN3 are: Outcome 2: Access to Justice for Women project (Project ID 00114071); Eradication of Violence against Women (Project ID 00105946); Justa - Villa El Salvador for Justice and Equality project (Project ID 00102380). Outcome 3: Gender mainstreaming in public administration project (Project ID 00128811).

²⁰² Mentioned in the 2018, 2019, 2020 ROARs and confirmed in interviews.

²⁰³ One of the project coordinators is responsible for the 'Justa - Villa El Salvador for Justice and Equality' project (ID 00102380).

the integration of gender into human resources processes, which led to the establishment of the gender champions network, gender training, the inclusion of gender equality in the recruitment and selection of personnel, and use of gender-inclusive language in internal communications.²⁰⁴ During this programme cycle, the environment portfolio recruited a gender and intercultural specialist, who has provided technical assistance to integrate gender equality into the Amazon portfolio strategies (strengthened governance, natural resource management and partnerships). However, the gender team has been balancing GEWE tasks with multiple other responsibilities and has not been able to gain a holistic view on the matter.

UNDP Peru elaborated a gender strategy for the period 2018-2021 whose vision was for the office to become “a benchmark of knowledge for its team, good practices within the office and projects and effective achievements of the society on gender”.²⁰⁵ The strategy was fully aligned to SDG 5 and Signature Solution 6 of the Strategic Plan,²⁰⁶ though its operationalization was hampered by overtly ambitious targets and timeframe in areas such as resource mobilization for gender specific interventions.²⁰⁷ However, the indicators for the GEWE strategy were not periodically monitored during this programme cycle, which would have allowed the office to adapt its strategy.

The country office gender approach, institutional tools and networks show a clear commitment to gender, both internally and externally, but accomplishments have been limited. Gender mainstreaming across programme areas has been hindered by the absence of a gender specialist, budget limitations, the ambitious GEWE strategy and the lack of a gender action plan to map out strategic objectives with specific activities that promote gender within the UNDP portfolio.²⁰⁸ UNDP may have missed opportunities to address the full range of gender issues in the country, as UN Women was not present in Peru until 2020.

Based on GRES, results achieved by the programme have been mostly through gender-targeted and gender-responsive approaches. Partners recognized UNDP gender capacity in promoting women’s empowerment at subnational level through training for women and youth,²⁰⁹ and strengthening women’s employment opportunities and equal participation in the labour market.²¹⁰ UNDP also promoted the application of Law 1368, which created the National Specialized Justice System for the prevention, sanction and eradication of violence against women and their family members at local level, and supported the generation of a comprehensive model for the prevention and improvement of attention to GBV in Villa El Salvador, one of the districts of the capital with the highest rates of femicide and violence.²¹¹ Conversely, gender mainstreaming has not been sufficiently focused on transformative approaches that contribute to changes in norms, cultural values, power structures and the root causes of inequalities.²¹²

²⁰⁴ Gender is a crosscutting theme in several human resources processes: training, talent management, capacity building; recruitment and selection of personnel; induction-onboarding; and internal communications. The Gender Champion Network is constituted of volunteer staff, who receive support to build gender capacity. As of 18 April 2021, the gender champion network was constituted by 21 volunteer staff. Training has focused on various gender topics such as gender inclusive language, sexual harassment, discrimination and abuse of authority; promotion of the SDG 5. The Human Resources unit ensures the inclusion of diversity and gender in the recruitment and selection processes by identifying high skilled candidates of both sexes, ensuring gender balance in long and shortlists and guaranteeing diversity of panel interview members.

²⁰⁵ UNDP Peru Gender Strategy – 2018-2021.

²⁰⁶ SDG Goal 5: Achieve gender equality and empower all women and girls; 2018-2021 UNDP Strategic Plan Signature Solution 6: Strengthen gender equality and the empowerment of women and girls.

²⁰⁷ UNDP Peru Gender Strategy – 2018-2021.

²⁰⁸ UNDP Peru Country Office vision from the gender strategy: By 2021, UNDP Peru office will be a benchmark of knowledge for its team, good practices within the office and projects and effective achievements of the society on gender.

²⁰⁹ ‘Strengthening Human Security and Community Resilience by Fostering Peaceful Co-Existence in Peru’ (Project ID 00081486).

²¹⁰ The “*Tejiendo Futuro*” initiative supported 250 artisan women of traditional toquilla straw in Piura and promoting a resilient local economy. Through Warrior Entrepreneur and Tourism Warrior, 842 women entrepreneurs were trained in business and strengthening their livelihood resilience.

²¹¹ ‘Access to Justice for Women’ Project Document (Project ID 00114071). INEI (2019) Peru: Indicators of Family and Sexual Violence, 2012-2019’, page 7. ‘Justa - Villa El Salvador for Justice and Equality’ (Project ID 00102380).

²¹² Programme focus on social inclusion and protection, indigenous women’s rights and female youth empowerment.

The UNDP offer on gender has improved in focus and relevance during this programme cycle. UNDP has offered innovative products and services and technical assistance to its strategic partners for mainstreaming gender.²¹³ For instance, within the 'Gender mainstreaming in public administration' project, UNDP provided technical assistance to MML, in partnership with MIMP, to accelerate gender mainstreaming in public institutions, strengthening their organizational structures and improving their policies on gender equality.²¹⁴ MML is the first beneficiary institution of MIMP support. According to stakeholders consulted, UNDP has been fundamental in conducting the self-assessment to identify the strengths, weaknesses, opportunities and threats of MML's work on gender equality. Based on this self-assessment, with the support of UNDP, MML developed an action plan to strengthen its work within key areas of the Gender Equality Award in Public Administration. UNDP has also provided training on GEWE to MIMP and MML. This project is expected to end in the first trimester of 2022, with an evaluation of MML compliance with the required Gender Equality Award standards, and certification according to its performance.²¹⁵

UNDP has also partnered with UN Women and the International Institute for Democracy and Electoral Assistance for the political participation project 'ATENEA'. The project aimed to identify strategic evidence of women's political participation in Peru, as an input for training materials for political electoral candidates, the development of a pro-parity communications campaign and the implementation of training sessions.²¹⁶ The country office also strengthened its positioning through media visibility, institutional representation and support to initiatives such as the #NoEstasSola²¹⁷ and 'Vote for you, vote for everyone' campaigns²¹⁸ and the 'Violet Mask'²¹⁹ initiative which continued throughout COVID-19. In addition, UNDP worked on strengthening its influence on public policies through advocacy at national and local levels within projects such as 'Justa - Villa El Salvador for Justice and Equality'²²⁰ and 'Access to Justice for Women'.²²¹

To improve GEWE in its projects and programmes and within the office business environment, UNDP Peru has set the objective of obtaining the Gender Seal. Through completing the gender seal certification process, the country office also aims to strengthen its leadership on gender at national level.

As of June 2021, the country office had achieved gender parity in its staff (57 percent female and 43 percent male)²²² and senior management (58 percent female and 42 percent male).²²³ 59 percent of fixed term appointments and 71 percent of permanent appointments were held by women.²²⁴

²¹³ Other support includes the assessment of gender stereotypes in consumption and advertising developed in partnership with Indecopi and MIMP, with the aim of contributing to equality between men and women from consumer relations and advertising practices.

²¹⁴ Gender mainstreaming in public administration project (ID 00128811).

²¹⁵ Initiation Plan of Gender mainstreaming in public administration project goals validated in interviews with stakeholders.

²¹⁶ The work in the ATENEA project mentioned in the 2020 ROAR was validated in interviews.

²¹⁷ "#NoEstasSola" campaign conducted by UNDP in partnership with UNHCR, IOM, MIMP and the Spanish Agency for International Development Cooperation, with technical assistance of Bloomberg Associates and support of the Urban Transport Authority and JC Deceaux y OMNICO companies. <https://www.pe.undp.org/content/peru/es/home/presscenter/articles/2020/no-estas-sola-actue-mos-ahora.html>.

²¹⁸ UNDP-DPPA Peru Elections campaign, 'Vote for you, vote for everyone'. <https://www.pe.undp.org/content/peru/es/home/presscenter/articles/2021/pnud-lanza-la-campana-vota-por-ti-vota-por-todas.html>.

²¹⁹ UNDP Peru, 'Violet Mask' is part of the '#NoEstasSola' campaign. <https://www.pe.undp.org/content/peru/es/home/presscenter/articles/2020/mascarillas-violeta.html>.

²²⁰ Justa - Villa El Salvador for Justice and Equality project (ID 00102380).

²²¹ Access to Justice for Women project (ID 00114071).

²²² UNDP Peru Gender Executive Snapshot.

²²³ Total of women in D1, P5, NOB, NOA = 7 (58 percent); Total of men in P4, NOC, NOB = 5 (42 percent).

²²⁴ Women with Fixed Term Positions = 10/17 = 59 percent; Women with Permanent Positions = 5/7=71 percent.

Finding 19. Monitoring and evaluation: UNDP Peru has made efforts to strengthen its M&E function. The country office has focused on results-based management, synergy and methodologies across projects. However, there is still a need to build and promote an M&E culture throughout the office, while strengthening its knowledge management system.

Since 2017, the country office has increased the capacity of its Strategic Planning Unit and reformed its M&E structure. It currently has a strategic planning officer dedicated to monitoring (50 percent), evaluation (10 percent) and other tasks (40 percent),²²⁵ two strategic planning assistants and a system of M&E focal points in each of the three portfolio units. Having this dedicated M&E structure and function is considered highly relevant and of important value for results-based management (RBM). The effectiveness of the structure has been challenged, however, by the lack of staff and high workload of the Unit which covers several functions across M&E, resource mobilization and communication.

The current CPD results framework limits the measurement of UNDP performance in its areas of intervention. While UNDP outcome-level goals are directly derived from the UNDAF 2017-2021, the results framework presents several shortcomings for the M&E system to be effective. For example: the results framework was not established based on a ToC;²²⁶ most outcome indicators are at a very high level and not appropriate to measure the singular contribution and programmatic performance of UNDP; there are weaknesses in the baseline data; some output indicators are based solely on projects that existed at the time; and metadata to track progress is lacking. The Strategic Planning Unit is aware of those limitations and has reported important steps to address them in the new CPD, including the development of a robust ToC, the preparation of metadata for the new CPD results framework and following a participatory process, including for the development of the CPD indicators.

While all project documents (PRODOCs) contained an M&E plan, there is significant variability in the quality and comprehensiveness of results reporting across projects, which affects the overall reliability of the monitoring system. The limitations of the current M&E system can be explained somewhat by the capacity of some implementation partners, and the M&E culture within the country office. More importantly, the design of the results frameworks of many projects affects the ability of UNDP to effectively measure those behavioural and institutional changes promoted by its interventions. Furthermore, M&E training was not given enough attention in the country office. According to the UNDP Bureau for Policy and Programme Support Development Impact Group Evaluation Implementation ScoreCard, only one of the five M&E focal points (16.7 percent) has M&E certification.²²⁷ For the M&E function to be effective, it should be considered an opportunity to promote adaptive management, learning and improvement.

The presence of a dedicated M&E function within the project structure significantly improved project monitoring, overcoming challenges in the results framework, design and monitoring tools. However, not all projects have this structure in place as many follow donor structures and requirements. In the current programme cycle, the Strategic Planning Unit made important progress to ensure the standardization of PRODOCs, including M&E plans. The Strategic Planning Unit provided training to project managers for the development of high quality PRODOCs, and the Strategic Planning Officer has been revising PRODOCs to ensure they contain solid results frameworks, an RBM approach and consistency across projects and with the CPD results framework. The Unit also worked on reviewing project monitoring templates across the portfolio units. Finally, the country office adopted a portfolio approach, integrating complementary projects

²²⁵ ROAR 2020 information was validated with interview.

²²⁶ It was not mandatory at the time of formulation of the CPD.

²²⁷ The country office reported that not all staff have access to the training modules.

with common objectives for compliance with the CPD.²²⁸ This approach has enhanced programme synergy and results, and provided opportunities for the M&E system and knowledge management. The results of those actions are taking root, and positive changes are expected.

UNDP interventions in Peru, including innovative approaches and interventions, are rich in experiences that deserve to be collected, analysed and shared within the office and with national and international partners. Some evaluations are presented to partners, and M&E data is shared in executive committees and within the country office, but systematic capitalization of experiences, lessons learned and good practices is not evident across portfolios. The country office is developing a knowledge management strategy to encourage the collection of good practices and lessons learned, and defining the process to disseminate information across the organization and with key stakeholders. This could further improve the positioning of the country office and support resource mobilization efforts. The knowledge management strategy would need to be strongly linked to M&E practices, the communication strategy, partnerships roadmap and scalability/ replicability processes.²²⁹ As UNDP has an important innovative component, including several pilot activities, there is also a need for it to clearly demonstrate its results by systematically tracking and documenting lessons for replication.

The country office decentralized evaluation plan for the 2017-2021 programme cycle was ambitious, aiming to assess several projects and outcomes over the cycle.²³⁰ Due to the changing context and priorities,²³¹ the office completed 16 of the 27 planned evaluations (59 percent), two were overdue (7 percent), six were still planned (22 percent) and three cancelled (11 percent).²³² According to the Evaluation Resource Centre, the justification for these cancellations is not clear.²³³ The completed evaluations were all for projects, no outcome evaluations were completed, and the majority (75 percent or 12 completed evaluations) under Outcome 1, none for Outcome 2, and two each for outcomes 3 and 4.²³⁴ This reflects the composition of the portfolio of Outcome 1, which has the greatest number of projects, which are also mostly GEF-funded. In terms of quality, 10 completed evaluations were quality assessed by IEO, 60 percent marked moderately satisfactory and 40 percent moderately unsatisfactory.²³⁵ This analysis shows that the country office has an unbalanced decentralized evaluation plan, primarily focused on projects and immediate results and with low-quality evaluation reports.

²²⁸ The benefits of the portfolio approach are mentioned in the 2018, 2019 and 2020 ROARs, and were reported by interviewees. The projects assessed by the evaluation are within the following portfolios: Amazonia; Climate Change; Water Resource Management; Disaster Risk Reduction; Social Protection; Competitiveness; Investigation; Democracy, Justice, Human Rights and Peace; Gender; Public Management Portfolio for effective Governance.

²²⁹ UNDP Peru (2021) Knowledge Management Strategy and Institutional Learning (draft).

²³⁰ Outcome evaluation on Institutions; Outcome evaluation on Poverty; and Outcome evaluation on Disaster risk reduction were cancelled.

²³¹ Country political instability, *El Niño* Phenomenon, Venezuelan immigration, COVID-19 as well as budget and human resources constraints.

²³² UNDP Peru Evaluation Plan 2017-2021, Evaluation Resources Centre (ERC) as of May 2021: 27 planned evaluations (100 percent); 16 project evaluations completed (59 percent); 6 project evaluations planned (22 percent); 2 project evaluations overdue (7 percent); 1 project evaluation cancelled and 2 outcome evaluations cancelled (11 percent).

²³³ The outcome evaluation on disaster risk reduction includes in the justification for cancellation that the UNDP country office is currently rethinking their midterm CPD evaluation. "This outcome evaluation will be incorporated into the overall evaluation".

²³⁴ UNDP Peru Evaluation Plan 2017-2021, Evaluation Resource Center as of May 2021: 16 project evaluations completed (100 percent); 12 project evaluations under Outcome 1 (75 percent); 2 project evaluations under Outcome 3 (13 percent); 2 project evaluations under Outcome 4 (13 percent).

²³⁵ The main suggestions of improvement for the quality assessed evaluations included: improvement of the findings through triangulation of information and showing evidence to support the statements; and strengthening discussion of crosscutting issues (e.g. human rights, GEWE) in the report.

Finding 20. Partnerships: UNDP has made progress in diversifying its partnerships with United Nations agencies, civil society, academia and the private sector by prioritising its knowledge broker role. These partnerships, including those with non-traditional partners such private sector organizations, have thrived and yielded relevant results. However, there is still room for the country office to strengthen its ties with IFIs and around United Nations joint programmes.

Peru's upper-middle income status has had a significant impact on the UNDP partnership and resource mobilization approach in the country. Acknowledging the more limited interest of traditional donors to support countries such as Peru, the 2018 UNDP mobilization strategy highlighted the need to link partnerships to the "mobilization" of non-tangible resources such as knowledge and innovation.²³⁶

It is within that context that, in addition to its traditional implementing partners (mostly the Government and CSOs in Peru), UNDP sought to operationalize its knowledge broker role by positioning itself more strongly among private sector enterprises and, to a lesser extent, academia. UNDP Peru has developed a mapping instrument to keep track of its implementing partners and other strategic partners, primarily from the private sector, with whom synergies could exist and discussion or actions are already underway, evidence of the country office commitment to this objective. Further evidence of this commitment is the recruitment of an Innovative Partnerships Specialist, within the Innovation Hub which was created in the office.

These efforts led the country office to significantly expand its private sector partnerships, collaborating with nearly 60 different corporations and 30 academic institutions or think tanks. Some of these partnerships are central to innovative solutions, such as the DRM initiative with DHL. Such partnerships also allowed the country office to rapidly respond to the socioeconomic effects of the COVID-19 pandemic. Initiatives such as Warrior Entrepreneur and #NoEstasSola, for example, relied on partnerships with private sector actors including Lab Ikigay, MiBanco, Belcorp and Lima Expresa. #NoEstasSola brought together more than 60 public and private institutions including CENCOSUD, one of the largest supermarkets in the country. The results of these interventions are presented throughout this report.

Academic institutions and think tanks are also becoming strategic partners for UNDP Peru. Toulouse Lautrec University, the Continental University and FabLab Peru were key partners in the design and implementation of innovative responses to the pandemic through initiatives such as Life Shields, Innovate your Market or Warrior Entrepreneur. Collaboration with think tanks such as GRADE or IEP on specific products also demonstrates the serious efforts of the country office to link its partnership approach to high-quality knowledge. However, the evaluators note there is still room for the country office to deepen its collaboration with academia, for example by connecting academic researchers to UNDP project teams in the field, or with the newly established Accelerator Lab, to further promote innovative solutions to sustainable development with the participation and ownership of local actors.

The central pillar of UNDP work in Peru remains its relationship with Government, as the great majority of UNDP interventions in the country are implemented with the national Government. UNDP is favourably positioned to work with government institutions, strategically positioned to work with PCM at the highest political level, and perceived to be a reliable and trusted partner by the different government interviewees. Partnerships with subnational governments are increasingly important to operationalize national policies and strategies, though UNDP influence at that level is often related to the size of its portfolio in the region.

²³⁶ UNDP (2018). Perú: Estrategia de Movilización de Recursos 2018-2021.

A key subnational partnership has been its association with the regional government of Lima, where 30 percent of the country's population is located.²³⁷ Respondents of the 2020 global partnership survey overwhelmingly had a favourable perception of UNDP Peru and considered it a valued partner.²³⁸

Partnerships with key CSOs have been key to the successful implementation of bottom-up interventions at subnational level. As presented in finding 1, territorial approaches in the Amazon heavily relied on, and promoted, grassroots participation. This work in the Amazon contributed to the consolidation of partnerships across public, private and community organizations. During the pandemic, close coordination with indigenous organizations at national, regional and local levels allowed for swift deployment of protection and intercultural communication measures.²³⁹

UNDP has collaborated with other United Nations resident agencies over the years. During the current programme cycle, four joint programmes were implemented with a cumulative budget of \$4.4 million which, in comparison to the \$212.2 million budget for the CPD, is a relatively small amount.²⁴⁰ Interviewees attributed the low number of joint programmes to the United Nations reform process. Recently the Regional Coordinator's Office has made efforts to reinvigorate the country team's use of joint programmes. To this end, the interagency partnerships group has been reactivated, in which UNDP is expected to be involved.

The evaluators have noted several examples of South-South cooperation between UNDP country offices in the region, notably around specific binational projects such as International Waters, with Ecuador, Colombia and Bolivia. South-South collaboration has evolved organically (based on personal initiative) but is also increasingly facilitated by the Accelerator Labs, who regularly liaise with counterparts from other countries.

Regarding partnerships with international actors, the evaluators identified a limited line of collaboration with IFIs (Latin American Development Bank, World Bank, Inter-American Development Bank) despite the possibilities to work on common priority areas such as decentralization or State reform, the environment or gender.

²³⁷ INEI (2020) Estado de la población peruana 2020.

²³⁸ 55.6 per cent of respondents (n=36) to the 2020 UNDP partnership survey are members of the government. 89 percent gave favourable responses on perception, and 86 percent favourable on value.

²³⁹ AIDSESP and CONAP at national level, CODEPISAM at regional level, and ECA Tuntanaín, FECONAYA, UNAY, FECONAU and FECONASHCRA at local level.

²⁴⁰ UNDP collaborated with UNFPA, WFP, IOM, UNEP, FAO and UNISDR through the following projects: Respuesta y recuperación ante desastres naturales; Respuesta y recuperación ante desastres naturales; PEI Joint UNDP-UNEP Poverty-Environment Initiative-Phase II; Programa Reducción Emisiones Deforestación y Degradación.

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE



3.1 Conclusions

Conclusion 1. Strategic positioning:²⁴¹ UNDP benefits from strong positioning as a trusted partner of national authorities. This is the result of a long history of support, reputational capital, its perceived neutrality and recognized comparative advantage. The UNDP value proposition lies in its responsiveness to national long-term development priorities and ability to support the country's immediate needs.

UNDP has established itself as a trusted partner of national authorities. It is often solicited by Government partners such as PCM to support strategic areas for Peru's long-term development. Through the provision of strategic and technical advice, and the implementation of interventions, UNDP has consolidated its positioning and role supporting the Government to address key challenges related to good governance, poverty reduction, climate change adaptation and DRM. In particular, the UNDP positioning on governance has progressed during the current programme cycle through the adoption of new approaches (e.g. stronger relationships with regional and municipal governments) and engagement in new areas of work (e.g. anticorruption).

In general, UNDP areas of intervention are aligned with the country's needs and national priorities, and considered relevant to address prevailing barriers to development. UNDP reputation, transparency and perceived neutrality have allowed the country office to engage in highly strategic and sensitive areas of work (e.g. decentralization, anticorruption, transboundary water management, etc.). Its broad development agenda, catalytic role and knowledge creation are other differentiating factors particularly valued by UNDP counterparts.

The UNDP Peru portfolio is characterized by dispersed themes and interventions. This is partly due to a challenging context for resource mobilization, a changing country development context and the lack of a clear ToC for the programme. Nevertheless, the country office has made deliberate efforts to achieve thematic integration and synergistic complementarity between interventions, mainly through the adoption of a territorial approach. There is scope for further integration, in particular with the governance portfolio. The breadth of the programme has affected the perception of some stakeholders, who sometimes mistake UNDP for a donor rather than a partner.

The ability to partner with different stakeholders played a key role in UNDP positioning. The country office has made significant progress in recent years with non-state partners, in particular the private sector. Partnerships with non-traditional actors have accelerated during the COVID-19 period as a result of its quick positioning. UNDP also established some partnerships with donors and other United Nations agencies, which have enabled it to mobilize resources and generate the necessary synergies to achieve results.

Conclusion 2. Environmentally sustainable economic development:²⁴² UNDP succeeded in integrating ecosystem conservation with inclusive and sustainable development through its territorial approach. UNDP support to local governance mechanisms, fostering the participation of local and indigenous communities, proved to be instrumental for progress toward inclusive and sustainable development. It also created holistic solutions between public, private and civil society actors around common sustainable development goals. Despite an important line of work on youth empowerment in the CPD, few results were achieved during this programme cycle.

²⁴¹ See Findings 1-20.

²⁴² See Findings 1, 2, 3 and 4.

Despite a shrinking donor space and resource mobilization challenges, as well as important contextual challenges such as the *El Niño Costero*, Venezuelan migration and COVID-19, UNDP contributed to the creation of economic opportunities through income-generating activities, skills development and job creation for vulnerable populations. UNDP has supported national and subnational systems and institutions to achieve the structural transformation of productive capacities that are sustainable and employment-intensive. However, models and initiatives need to be scaled up to match the level of needs and challenges, in particular in the aftermath of COVID-19.

UNDP has been a direct contributor to Peru's efforts to fulfil its international commitments, supporting capacity-development for sustainable natural resource management, climate change adaptation, DRM, energy efficiency and ecosystems at policy, institutional and local levels. In the area of DRM in particular, government partners and other actors are uniformly positive about the contributions made by the UNDP programme, which resulted in the development of relevant legislative and regulatory provisions aligned to the Sendai Framework. However, the establishment of an effective nationwide cross-sectoral and multilevel DRM coordination mechanism still represents a challenge in a large and centralized country such as Peru, and it does not systematically reach the local level. The programme also faces the challenge of integrating climate change adaptation into DRM.

Conclusion 3. Good governance and access to social protection:²⁴³ Stakeholders recognise that UNDP is uniquely positioned to support the strengthening of national, regional and municipal institutions, improve democratic governance and transparency. Highlighted contributions include UNDP support to access to justice for victims of violence against women, decentralization and conflict prevention and its strong focus on Leave No One Behind. UNDP has been less influential in anticorruption, the use of multidimensional poverty indicators and access to social protection and basic quality services.

UNDP achieved limited results in the improvement of social protection and access to basic quality services, but has been able to rapidly design and implement actions to mitigate the negative effects of the pandemic on the most vulnerable populations, including indigenous people and Venezuelan migrants. UNDP established some specific lines of work to improve women's access to social programmes and economic empowerment. UNDP promoted the use of high quality tools to measure multidimensional poverty for the design of social protection measures, and they are slowly being adopted by national authorities. Encouraging progress has been made with private sector actors through their corporate social responsibility interventions. While UNDP significantly contributed to strengthening the justice system for protection and justice for victims of violence against women, there is no evidence that poorer and marginalized populations from rural areas, including indigenous people, benefited from greater access to justice.

Despite political instability and recurrent staff turnover, UNDP made a significant contribution to improving public governance and the efficiency, effectiveness and transparency of central and decentralized national authorities, including some results in digitalization. Less progress was made on anticorruption, although UNDP has adopted an innovative and experimental approach with the Anticorruption Accelerator Labs initiative and broadened the spectrum of its alliances. UNDP has also been a key player in the provision of data or tools to track progress, in particular in the implementation and monitoring of the SDGs, and showed leadership in providing evidence on the effects of the pandemic on the most vulnerable.

²⁴³ See Findings 5-15.

Finally, UNDP has contributed to fostering inclusive and sustainable development by supporting the Government's efforts to promote active citizenship, dialogue, conflict prevention, peace and participatory democracy. In some cases, interventions have led to the creation of sustainable solutions for dialogue and conflict resolution across populations, Government and extractive industries. UNDP has also promoted human rights approaches and inclusive mechanisms in its programming to overcome inequality, discrimination and exclusion. The most significant contribution has been UNDP participation in the development of the National Human Rights Plan.

Conclusion 4. COVID-19:²⁴⁴ UNDP promptly repurposed its programme to support government efforts to respond to the pandemic. Several interventions and results achieved during the programme cycle proved to be highly relevant to the management of the pandemic. Highlighted contributions during the pandemic include the generation and dissemination of data and evidence key for government decision-making, and direct interventions in remote areas. Nevertheless, UNDP contributions remained limited in scope, considering its expertise and demonstrated track record in crisis management and response, including COVID-19 support, in the region.

The global COVID-19 pandemic altered the Government's priorities and impacted the UNDP country programme and delivery, including the postponement and cancellation of some planned activities. UNDP promptly responded to the COVID-19 crisis by repurposing some of its programme funds (\$9 million) towards the Government's changing priorities and emerging needs generated by the pandemic. For example, UNDP proactively took rapid action to deal with the rise in GBV incidence due to COVID-19, including the launch of two national campaigns. Results in the governance portfolio, such as GORE, Geo Peru or communication campaigns, also proved to be highly relevant to pandemic management.

UNDP intervened in remote areas for awareness campaigns directed at indigenous populations and the acquisition of personal protective equipment. Most significantly, the country office played a central role within the United Nations system and led, together with the Resident Coordinator's Office, the development of the United Nations Socioeconomic Response and Recovery Plan for Peru. During the crisis, UNDP generated and disseminated additional statistical data and evidence for decision-making and learning, to support the design of economic and social measures. However, there is limited evidence of any government actions based on data generated by UNDP. Moreover, UNDP did not play a pivotal role in supporting the Government to overcome challenges in its socioeconomic response, for which it could have further built on its regional experience and demonstrated track record in the region.

Conclusion 5. Monitoring and evaluation:²⁴⁵ UNDP Peru has made significant progress in its M&E function and practices during this programme cycle. While M&E is more mature in many respects, there is room to strengthen and promote an M&E culture throughout the country office and strengthen its knowledge management system.

²⁴⁴ See Findings 8, 13, 15, 17 and 18.

²⁴⁵ See Findings 1-15.

Since 2017, the country office has increased its capacity and reformed its M&E structures. The newly created and dedicated M&E structure and function is considered highly relevant and has become an essential element of the office's RBM. The effectiveness of the structure has been challenged by the design of the previous CPD results framework and indicators, the lack of a ToC, the inertia of the M&E culture, and the lack of human resources to cover all of its functions.

The M&E of some interventions tends to focus at the level of activities and outputs, without evaluating medium- and long-term impacts, such as changes in behaviour as a result of training. Insufficiencies in the CPD results framework, combined with the output focus of many progress reports, have resulted in an incomplete picture of the UNDP contribution to country programme objectives. Most importantly, UNDP has an important array of experiences and practices, including innovative interventions, which deserve to be documented, analysed and shared within the office and with external partners to further contribute to learning and the transformative impact of UNDP.

Conclusion 6. Gender equality and women's empowerment:²⁴⁶ UNDP has made some progress integrating and mainstreaming GEWE into its programme, and the country programme has contributed to a more systematic response to GEWE in the country. While UNDP Peru has achieved some GEWE results, the country programme lacks a transformative approach to gender equality.

UNDP portfolios have made a wide range of contributions to the promotion of GEWE. The country office showed commitment to gender both internally and externally through the development of a gender strategy, gender institutional tools and gender networks. However, UNDP achievement on gender has been limited in terms of transformational results. In terms of budget, 73.9 percent of programme expenditure was assigned to outputs that had gender equality as a significant objective (GEN2), and 0.4 percent to outputs that had gender equality as the main objective (GEN3).

Based on GRES, the gender results obtained vary greatly, from gender-specific to gender-sensitive results. Certain initiatives, like the work on access to justice for victims of GBV, the GBV prevention system in Villa El Salvador or the early work with public administrations, provide evidence of efforts towards more gender transformative change. However, the programme lacks initiatives to influence norms, cultural values, power structures and the root causes of inequalities with groups that discriminate against others. Behaviour change results are not yet tangible in terms of gender equality, equitable access to basic services or the participation of women in democratic processes or national decision-making. UNDP effectiveness in promoting gender equality is constrained by limited human and financial resources, as well as the lack of clarity and focus of its strategy.

²⁴⁶ See Findings 5, 7, 8 and 17.

3.2 Recommendations and management response

RECOMMENDATION 1.



Theory of change and M&E: In developing the new CPD, extra care should be taken to develop a thorough ToC for the new programme, and ideally for each of its outcomes. This exercise should guide the formulation of the CPD and its results framework, and be used as a basis for establishing substantive dialogue with the Government and all relevant partners.

The development of a ToC should build on the momentum and gains made during this programme cycle on portfolio integration, by establishing additional cross-sector and cross-portfolio interventions in which UNDP has found a niche (i.e. economic development underpinning sustainable environment protection) or potential niche (i.e. support to COVID-19 recovery through decentralized authorities and green recovery). This should also be an opportunity to explore further scale-up of the UNDP territorial approach to other areas.

The CPD results framework should be designed to adequately measure UNDP progress and only include objectives, targets and indicators on which UNDP can realistically have a measurable influence. Results frameworks should reflect the behavioural and institutional change that UNDP is pursuing. This should support the ongoing efforts of the country office to strengthen its RBM and practices to better capture UNDP contributions to transformative change. To facilitate systematic measurement, UNDP Peru should develop metadata to summarize and track the progress achieved on each established indicator. To ensure the results framework remains relevant, UNDP should proactively revisit and update it when required by changes in the operational and programmatic context.

Finally, to promote a results-oriented M&E culture within the country office, M&E and reporting training should be regularly conducted for M&E focal points, programme staff and national counterparts that participate in a project. M&E should be considered by all staff and partners as an opportunity to promote adaptive management, learning and improvement, rather than a compliance requirement.

Management response: Fully accepted



Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
1.1 Develop theory of change.	Jan - Jul 2021	Strategic Planning Unit, Representation	Country office developed a thorough ToC for the 2022-2026 CPD, focusing on the new corporate guidelines that consider "if, then, because." This ToC is nested in the 2022-2026 UNSDCF. This will be the basis for programme implementation, monitoring and reporting throughout the programme cycle and will be adjusted according to findings and the national context.	Completed

◀ Recommendation 1 (cont'd)

1.2 Validate theory of change with Government and other key stakeholders.	Jan 2021 - Sept 2021	Strategic Planning Unit, Representation	Country office ensured multiple consultations with national Government counterparts, the private sector, academia, civil society and other non-traditional partners. This has ensured ownership of the ToC and will be important for its onboarding by all key partners.	Completed
1.3 Monitor and adjust theory of change throughout programme cycle, together with key stakeholders.	Feb 2022 - Dec 2026	Strategic Planning Unit, Representation, Portfolios	The 2022-2026 CPD strong results and resources framework will facilitate constant monitoring of its theory of change. This will be done both internally, through mid-year and final year ROARs, and together with external stakeholders in the Peru CPD Executive Board meetings, always taking the national context into consideration. Findings will be crucial for adjusting the theory of change where necessary to ensure achievement of long term goals, combined with quick wins.	Ongoing
1.4 Develop a thorough annual Results-Based Management training plan for both UNDP and principal external stakeholders.	Jul 2022	Strategic Planning Unit, Representation	UNDP Peru's 2022-2026 CPD includes RBM strengthening. To achieve this, the country office is currently planning the design of a comprehensive training plan which it hopes to finalize and put into action by mid 2022.	Ongoing

RECOMMENDATION 2.



Programmatic focus: In framing the next country programme, UNDP should consider increasing its focus on government digitalization, youth engagement and empowerment, while also pursuing efforts to refine and scale-up its regional approach. Actions promoting post-pandemic socioeconomic recovery should be mainstreamed across all outcome areas, with particular emphasis on economic reactivation strategies that leave no one behind.

The COVID-19 pandemic has shown how essential technology has become for governments to ensure the continuity of public services, access up-to-date data to adapt interventions to a rapidly evolving context and disseminate reliable information. This demonstrated the pivotal role of technology in an effective, inclusive and accountable government. Hence, in the area of governance, UNDP should give continuity to Executive GORE Digital and capitalize on the experience acquired in other regions, including the Anticorruption Accelerator Labs initiative, to increase digitalization and the application of technology in governance including public service delivery, public portals and feedback systems, among others. New technologies provide opportunities for the Government to become more transparent and accountable and will help comply with Peru's commitment to Open Government. This requires fostering digital literacy for civil servants and the general population.

As COVID-19 pushes millions of people into poverty, young people have been disproportionately hit by the pandemic which is not only destroying their jobs and employment prospects, but also disrupting their education and training and having a serious impact on their mental health. The evaluation concludes that more attention could have been given to youth engagement and empowerment, and the following programmatic cycle is an opportunity for UNDP to deepen its collaboration with key partners working on employability and youth to tackle and anticipate the challenges young formal and informal workers will face. At subnational level, UNDP could capitalize on work initiated with RDAs to tackle economic development issues across the country, while ensuring dedicated attention to youth and inclusive and sustainable growth.

UNDP should further promote and scale-up the territorial approach it has been implementing in Peru for nearly 10 years, by supporting its partners to adapt the model in regions where social conflict between extractive industries and communities could benefit from EbA and CbA approaches to local development.

Management response: Fully accepted



Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
2.1 Ensure digital and open government within 2022-2026 CPD.	Jan 2021 - Sept 2021	Programme	Given that digitalization is one of the three enablers of the UNDP 2022-2025 Strategic Plan, and that digital disruption is one of the Beyond Recovery COVID response's main lines of action, the country office has been	Completed

◀ Recommendation 2 (cont'd)

			increasing its abilities and reach towards digitalization, including open government. It has therefore been mainstreamed across the UNDP 2022-2026 CPD outcomes, with particular emphasis in Outcome 4 related to effective governance.	
2.2 Mainstream youth engagement and empowerment within 2022-2026 CPD.	Jan 2021 - Sept 2021	Programme	Youth are one of the prioritized vulnerable population groups targeted by the 2022-2026 CPD, together with women, the indigenous population, informal workers and the refugee and migrant population. Various output indicators have included youth as a disaggregate to ensure that impact can be measured.	Completed
2.3 Refine and scale up territorial approach within 2022-2026 CPD.	Jan 2021- Sept 2021	Programme	The 2022-2026 CPD design considered a thorough finetuning of the territorial focus of each outcome. the overall vision of the country office for its territorial approach is being revisited by programme to ensure best practices and lessons learned are scaled and monitored throughout the programme cycle; and the scaling up of the “territorial model” is being discussed with the new government (MIDIS PCM).	Completed
2.4 Mainstream UNDP technical mandate for COVID-19 socioeconomic response and recovery within 2022-2026 CPD.	Jan 2021- Sept 2021	Programme	UNSDCF and CPD design has ensured the COVID Socioeconomic Response Plan is embedded into new programme documents.	Completed

RECOMMENDATION 3.



Partnership, communication and mobilization: UNDP should further leverage its partnerships with United Nations agencies, development banks and non-state actors.

Under the guidance of the Resident Coordinator and in partnership with other United Nations agencies, including non-resident agencies, UNDP should actively seek opportunities and identify joint/ coordinated interventions to meet the country's needs, and jointly raise resources. Consultations should be held with key regional organizations, in particular IFIs, in areas of shared interest. Undertaking these new forms of partnerships would require UNDP Peru to learn from the experience of other country offices with existing IFI partnerships. UNDP should also build on its improved positioning and encouraging progress to further promote partnerships with the private sector, civil society and academia. This could be an opportunity for the country office to establish alternative lines of work for sustainability and thus partially mitigate the significant challenge of high turnover in government officials during this programme cycle.

The country office should resume and finalize the development of its knowledge management strategy to encourage the collection of good practices, lessons learned and defining processes to facilitate information for external key stakeholders and across the organization. This should promote UNDP accountability but also contribute to advocacy with external partners, including potential new partners. When developing its new decentralized evaluations and selecting areas to be evaluated, beyond ensuring that they are balanced and representative of the new CPD programme structure, the office should consider its advocacy/ positioning efforts. Additionally, the country office should consider developing parallel or even merged partnership, mobilization and communication strategies. This would allow the office to build synergies and complementarities and ultimately leverage partnerships and positioning.

Management response: Fully accepted



Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
3.1 Mainstream and monitor the Partnerships and Communications Strategy throughout the county office.	Jun - Jul 2021	Representation, Strategic Planning Unit, Communications, Portfolios	The 2022-2026 CPD design included the development of a robust Partnerships and Communications Strategy, which aims to strengthen UNDP position as a system leader, an organization focused on catalysing collective transformation, and fully capable of driving effective, whole-of-society responses, acting as a broker of trust between diverse stakeholders and facilitating greater cohesion	Completed

◀ Recommendation 3 (cont'd)

			around national development priorities. This includes fostering a tailored value proposition, that emphasizes different dimensions of UNDP added value towards different organizations. The Partnership and Communications Strategy will be informed by thorough UNDP results-based monitoring processes. The country office will work to ensure that this vision permeates all interactions with partners and will develop a series of key performance indicators.	
3.2 Continue to increase partnerships with United Nations agencies, development banks and non-state actors.	Feb 2022 - Dec 2026	Representation, Strategic Planning Unit, Portfolios	Throughout the 2017-2021 programme cycle, the country office greatly broadened its partnership strategy to non-traditional and unusual partners. This will continue, with the identification of specific actions and channels in the implementation of the Partnerships and Communications Strategy.	Ongoing

RECOMMENDATION 4.



Gender and Leaving No One Behind: UNDP should maintain its efforts to strengthen the gender dimension of its programme, building on results and lessons from the implementation of its gender strategy 2017-2021 and initiatives in support of GEWE to fully integrate GEWE into its portfolio. Cross-sector and cross-portfolio synergies with transformative potential for women should be developed and integrated in support of the Government’s gender needs.

UNDP should capitalize on the results achieved in GEWE and the experience gained through implementation of its gender strategy thus far, by ensuring that the new CPD is strongly rooted in GEWE and leave no one behind principles. The country office should revisit its gender strategy internally, with the support of the RBLAC gender expert. The new gender strategy should include measurable and quantifiable objectives. Realistic indicators and timeframe should be included to track and measure progress towards results. The development of the new gender strategy should be a stepping-stone for the country office ambition to achieve gender seal certification.

The development of the new gender strategy should be an opportunity to strengthen the institutional structure supporting the achievement of gender objectives. For this purpose, the country office should consider recruiting a full-time gender specialist at P4. This would allow it to better integrate GEWE into programme design, deepen interconnectivity between portfolios and ultimately achieve more gender transformative results. It could also be an opportunity for UNDP to engage more systematically the expertise and resources of other United Nations agencies to expand outreach in this area.

The development of the new gender strategy should be an opportunity to further engage with the Government to identify areas of collaboration and design/ deliver effective interventions with transformative GEWE potential.

UNDP should continue to advocate for the participation of women in governance and indigenous women's rights, and strengthen collaboration with civil society partners, especially CSOs. It must also intensify its efforts to support the economic empowerment of women. UNDP gender efforts and initiatives should target the root causes of gender inequality and contribute to changes in gender norms, women's rights and cultural values that attain transformational changes in the country.

Management response: Fully accepted 

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
4.1 Mainstream a gender approach within programme design and implementation.	Jan - Sept 2021	Representation, Gender + Team	Women's and gender issues are prioritized throughout the 2022-2026 CPD. The theory of change considered specific women's needs and integral solutions, such as empowerment, economic equality, participation, GBV, access to justice, among many others. Various indicators will collect disaggregated data to ensure efficient impact measurement and adjustment where necessary. A dedicated Gender Team is being established to ensure mainstreaming. The country office is currently being evaluated within the Gender Seal programme, which is also strengthening the gender dimension.	Completed

* Status of implementation is tracked electronically in the Evaluation Resource Centre database (ERC).

ANNEXES



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at:
<https://erc.undp.org/evaluation/evaluations/detail/12800>

Annex 1. Evaluation terms of reference

Annex 2. Evaluation framework

Annex 3. People consulted

Annex 4. Documents consulted

Annex 5. List of projects for review

Annex 6. Status of country programme document outcome & output indicators matrix



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