

**Project Number:** 200921 | **Project Category:** Emergency Preparedness Activity  
**Project Approval Date:** November 19, 2015 | **Planned Start Date:** November 19, 2015  
**Actual Start Date:** November 19, 2015 | **Project End Date:** February 19, 2016  
**Financial Closure Date:** September 30, 2016

**Contact Info**

**Ivan Böttger**  
ivan.bottger@wfp.org

**Country Director**  
**Carmen Burbano**

**Further Information**

<http://www.wfp.org/countries>  
**SPR Reading Guidance**



**Special Preparedness Activity to Improve Preparedness Measures for the Possible Emergencies Triggered by the Phenomenon El Nino in the Northern Departments**

**Standard Project Report 2016**

World Food Programme in Peru, Republic of (PE)



**World Food Programme**

# Table Of Contents

## **Country Context and WFP Objectives**

Country Context

Response of the Government and Strategic Coordination

Summary of WFP Operational Objectives

## **Country Resources and Results**

Resources for Results

Achievements at Country Level

Supply Chain

Implementation of Evaluation Recommendations and Lessons Learned

## **Capacity strengthening**

## **Project Objectives and Results**

Project Objectives

Project Activities

Operational Partnerships

Performance Monitoring

Results/Outcomes

## **Figures and Indicators**

Data Notes

# Country Context and WFP Objectives



## Country Context

As highlighted by the 2015 Demographic and Family Health Survey (ENDES in its Spanish acronym) carried out by the National Statistics Bureau, Peru reduced the chronic undernutrition rate in children under five from 31 percent in 2000 to 14.4 percent in 2015. This major progress was achieved by addressing chronic undernutrition as a national priority, requiring a multi-dimensional effort from different institutions. However, further work is needed. While in urban areas chronic malnutrition reached 9.2 percent in 2015, this number tripled in rural areas, amounting to 27.7 percent (ENDES 2015). The prevalence of anaemia still represents a challenge. At national level the percentage of children under three with anaemia accounts for 43.5 percent (ENDES 2015), but in nine regions anaemia rates are above 40 percent (in Puno, for example, the rate is 62 percent (ENDES 2015)).

According to the 2016 review carried out in Peru by the Universidad del Pacifico, **food insecurity and malnutrition** - particularly in children - are related to complex and multidimensional factors, such as: i) lack of dietary diversity, which includes low consumption of iron-rich foods or micronutrient supplements; ii) low education rates in mothers; iii) economic, physical and social constraints that cannot be overcome with current social protection interventions; low access to nutritious food; and deficits in potable water infrastructure. As regards food availability, farmers often face low yields due to limited access to credit, lack of technical assistance and technological innovation, rural infrastructure deficits and difficulties in accessing water for irrigation or consumption. There is an urgent need to improve agricultural systems to ensure their resilience to recurring natural disasters and climate change.

Given its geographical location, Peru is exposed to different **natural shocks** coupled with high seismic activity (Ring of Fire) and altered weather patterns (El Niño). Peru is also exposed to high climatic variability, due to the proximity

of the Andes. According to the latest WFP Vulnerability Analysis and Mapping (VAM 2015), 22 percent of the population is vulnerable to food insecurity. Food insecurity tends to be aggravated by these recurrent natural shocks, such as floods, frost, hail storms and heavy snowfalls. Earthquakes and landslides are also frequent and pose a permanent threat to the most vulnerable populations. The latest VAM highlights that one out of five Peruvians live in a district with high or very high vulnerability to food insecurity linked to these natural disasters.

## Response of the Government and Strategic Coordination

With the aim of achieving the Sustainable Development Goals by 2030, the Government identifies food and nutritional security as a vital issue in the national agenda. Since 2004, Peru has approved 36 national policies related to food and nutritional security, which are aligned to the country's international commitments. The current food security strategy is outlined in the National Plan for Food and Nutritional Security 2015-2021, the Agenda 2030 for Sustainable Development, as well as the Action Plan for 2021 - as part of the Organisation for Economic and Cooperation Development and the Sendai Framework for Action on Disaster Risk Management. These strategic documents place a special emphasis on food security, particularly on the need to enhance multi-sectorial coordination between government institutions.

The 2016 review on the state of food and nutritional security in Peru – carried out by the Universidad del Pacifico and funded by WFP – included an analysis of the current Government policies and programmes in this area. Despite the significant efforts to improve the food security and nutrition of the population, the review identified a number of bottlenecks: i) a weak articulation of social policies and programmes; ii) limited coordination between different government levels.

In July 2016, the new Government set the major goal of **reducing the incidence of anaemia** in children under three from 43.5 percent to 19 percent, and chronic under-nutrition in children under five from 13.5 percent to 6 percent. WFP is supporting these efforts, especially in the implementation of activities at the local level, where major coordination difficulties were found.

The review undertaken by the Universidad del Pacifico also highlighted that local institutions are not familiar with the legislative framework set up by the national risk and disaster management system to protect food security and nutrition of vulnerable populations during **natural shocks**. The Emergency Preparedness Capacity Index – which measures national capacity to prepare for a natural disaster – recorded very low figures related to the existence of preparedness plans, emergency operations, rehabilitation, contingency and community education in preparation for disasters. These results pointed out the need to strengthen emergency preparedness capacity of the Civil Defense (INDECI), regional and local governments, especially to face the negative effects of “El Niño” phenomenon.

To tackle the **impacts of El Niño**, the Government set up a national risk management council, chaired by the minister of agriculture and irrigation, and including the participation of key sectors (ministries of defense, interior, health, transport and communications, economy and finance, housing, construction, sanitation and education). Between December 2015 and July 2016, the Government established a multi-sectorial action plan to strengthen the early warning system, within which cartographic information and risk scenarios were elaborated and updated. To prepare the civil society, INDECI carried out social communication campaigns including sensitisation and information for the simulation exercises and workshops for communicators and journalists. The National Humanitarian Network - a coordination mechanism between the Government, international cooperation and non-governmental organisations aimed at contributing to emergency preparedness and response - held regular informative meetings with all partners.

As part of its efforts to foster **South-South cooperation** activities in emergency preparedness and response, INDECI chaired the 10th Senior Disaster Management Officials Forum during the October 2016 Asia-Pacific Economic Cooperation meeting in Iquitos. The main objective was to promote the establishment of agreements, common standards and strategies to reduce vulnerability and improve response capacity to face large-scale disasters affecting the populations of the Asia-Pacific region. WFP supported INDECI in the preparation of this event and participated in the Emergency Preparedness Working Group.

The **United Nations Development Assistance Framework** (UNDAF) for 2017-2021 was designed in 2016. It outlined the joint actions and strategies between the Government and the United Nations Country Team (UNCT) towards the achievement of national development goals. Under the outcome 1 “Sustainable development, livelihoods and productive employment” and 2 “Basic, universal and quality services”, WFP – as part of the UNCT – emphasized its support to the Government's efforts in improving the food security and nutrition, and emergency preparedness policies.

## Summary of WFP Operational Objectives

In Peru, WFP plays a key role as a provider of technical assistance, including advocacy and policy advice. It supports government institutions by strengthening and developing their capacity in food security, in order to improve the management of food and nutrition programmes and emergency response programmes.

**Improving the nutritional status of vulnerable populations in Ventanilla** (April 2016 – March 2020). WFP's previous educational nutrition project in Ventanilla district - which finalised in December 2015 and was aimed at reducing the prevalence of anaemia in children, pregnant and lactating women - was recognized by the Government as a successful model for implementing nutrition-related activities at the local level. The current nutrition-oriented project, funded by the **REPSOL Foundation** with a total budget of USD 582,000 is serving as a pilot for the Government's interventions to reduce malnutrition at the local level.

**Promotion of Food and Nutritional Security in Sechura – PROSAN** (January 2015 – January 2018). In the north of Peru, WFP worked to promote food and nutritional security using a similar community capacity development model as in Ventanilla, with a focus on women-led social groups. Funded by FOSPIBAY with a total budget of USD 5 million, this project seeks to improve the food security of 23,000 vulnerable people in Sechura, where the lack of government health services and economic opportunities (particularly for women) contributes to above average rates of chronic child malnutrition and anaemia. The project fosters education, training, equipment and information on good feeding practices, healthy nutrition, and hygiene for mothers and children under the age of three. In addition, the use of fortified foods and high nutritional value in local production (rice, fish, cereals, etc.) is promoted to increase the consumption of micronutrients. In the north of Peru, WFP also worked with local authorities to implement risk management activities targeted at preventing food insecurity in case of emergencies.

**Strengthening capacity of the national school feeding programme – Qali Warma** (September 2014 – March 2016). WFP provided technical support to the Ministry of Development and Social Inclusion on school meals initiatives. The project, with an overall budget of USD 197,000, was implemented with a contribution from the United Nations Development Programme (UNDP).

In addition to nutrition-related activities, WFP aims to strengthen government capacity in **disaster risk preparedness** in order to improve the food security of the most vulnerable populations during emergencies. To this end, WFP implemented five projects in 2016.

**Technical Logistics Capacity Development in Emergency Preparedness and Response – LCD** (May 2015 – April 2017). In cooperation with the National Institute for Civil Defense (INDECI) and with a USD 500,000 trust fund from the Government of Japan, WFP aims at supporting Peruvian authorities to coordinate and strengthen their humanitarian logistics response capacity, focusing on needs assessment, transport, warehousing and distribution, integrating gender and cultural considerations.

Disaster Preparedness Programme **Promoting the implementation of PLANAGERD by strengthening the coordination of SINAGERD actors, institutional capacities and community preparation** - DIPECHO IX (July 2015 – November 2016). With an overall budget of USD 293,000 funded by the European Union, the programme promoted capacity development activities related to early preparedness for multi risk scenarios. It was jointly implemented by WFP, the United Nations Development Programme, the World Health Organisation, the United Nations Populations Fund and the UN Office for the Coordination of Humanitarian Affairs. WFP's goal was to strengthen authorities' emergency response capacity and coordination by identifying disaster risks and vulnerable populations, developing gender sensitive methods to measure emergency response capacity, improving emergency food assistance guidelines and supporting the INDECI's training programme.

Special Activity to **Improve Preparedness Measures for the Possible Emergencies Triggered by the Phenomenon El Niño in the Northern Departments** (November 2015 – February 2016). With an overall budget of USD 183,691, this project strengthened local government capacity in emergency logistics and telecommunications.

In preparation for the impact of El Niño, WFP also implemented the project "**Strengthening emergency response capacities in the border area between Peru and Ecuador**" (September 2015 – January 2016) with an overall budget of USD 25,833 financed by the Binational Plan Peru - Ecuador.

WFP provided **technical assistance** to the Peruvian Government under the United Nations Development Assistance Framework 2012-2016, supporting the implementation of the National Disaster Risk Management Plan.

During 2016, WFP Peru also started formulating its new **Country Strategy**, which will be aligned to the Sustainable Development Goals, especially the Zero Hunger initiative.

# Country Resources and Results

## Resources for Results

The work of WFP is supported by voluntary contributions from the Government of Peru, the Government of Japan, the European Union, other United Nations agencies (United Nations Development Programme) and the private sector through trust funds for nutrition and emergency capacity building operations. In 2016, the contribution from the Peruvian Government for the operational support of the office almost doubled in comparison to previous years, showing appreciation for WFP work in the country.

As WFP was facing challenges to ensure funding for the implementation of capacity development activities, the country office formulated a fundraising strategy addressed at the private sector and international cooperation partners. With this strategy, the office managed to obtain funding for a second phase of the nutritional project in Ventanilla. In 2016, the country office had an overall budget of USD 3.2 million, of which 2.8 million came directly from trust funds aimed at supporting nutrition and emergency capacity building operations. In recent years, contributions from the private sector increased, with FOSPIBAY being the largest private donor in the region. Towards the end of the year, WFP Peru received its first contribution from the Government of China which will be used to support nutrition activities in 2017 and 2018.

## Achievements at Country Level

In 2016, WFP Peru focused entirely on providing technical assistance to government institutions in support of national development goals, representing a unique experience at the global level, as it has not implemented “traditional” WFP operations since 2009.

Under the activities aimed at promoting food security and nutrition in northern Peru (PROSAN project), WFP contributed to the reduction of chronic child malnutrition by 5 percentage points in children under three years. The results of the second monitoring follow-up also showed positive changes in the emergency preparedness capacity index, as well as in the local capacity to fight malnutrition. Within this framework, WFP fostered partnerships with local governments and the private sector. These partners will collaborate with WFP to promote rice fortification in Sechura region as a pilot activity aimed reducing the prevalence of anaemia.

Thanks to WFP's technical assistance, the Government of Peru approved and published the Guidelines for the Acquisition, Warehousing and Distribution of Food for Emergency Responses. These guidelines helped institutionalise and strengthen food assistance protocols at all levels of government to better attend the needs of affected populations.

In 2016, WFP Peru successfully completed the pilot Gender Certification Programme, receiving an award for its results in mainstreaming gender across its activities from August 2015 to June 2016. Additionally, WFP carried out a hydroponics pilot with the help of the newly funded WFP Innovation Accelerator. This initiative allowed 100 vulnerable women in the dry urban slums of Ventanilla to learn how to grow healthy nutritious food despite the lack of fertile soil. This project is part of a wider initiative to support new ideas, tools and solutions to make sure the world reaches the Zero Hunger goal in 2030.

During 2016, the country embarked on the formulation of a new Country Strategy for the next four years. WFP - together with the Universidad del Pacifico - carried out a Strategic Review of Food Security and Nutrition, with the participation of high level experts and high ranking officials from the government, international cooperation, academia and the private sector to analyse current food security and nutrition challenges in Peru, and WFP's role to help close these gaps. The Strategic Review was an important first step in defining the new WFP strategy in the country.

## Supply Chain

In 2016, the country office placed significant efforts in strengthening the capacity of the Civil Defense (INDECI) to manage emergency relief supplies, especially during the El Niño phenomenon.

In June 2016, INDECI acknowledged WFP's work in strengthening the national technical and logistical capacity in Disaster Management. On the one hand, WFP provided specialised emergency warehouse equipment, including quality control kits. On the other, WFP facilitated training sessions in decentralised emergency warehouse

management in areas prone to recurrent emergencies (coastal and forest regions).

## Implementation of Evaluation Recommendations and Lessons Learned

In 2016, the country office was involved in a number of corporate evaluations related to i) WFP Capacity Development Policy (April 2016); ii) regional capacity development in emergency preparedness and response (February 2016); and iii) Gender Certification (June 2016).

The recommendations of the Capacity Development Policy Evaluation provided an insight of the scope of WFP's work in this area, as well as the relevance of its support to the Peruvian Government. Overall positive results also highlighted recommendations for better policy implementation through work strategies that are strongly geared to the needs of the Government from implementation and monitoring and evaluation.

The regional capacity development exercise focused on the work of WFP Peru with the National Civil Defense (INDEC). This exercise resulted in a publication sharing the experiences of different countries in the region: "Strengthening Capacities in Food Security and Nutrition in Latin America and the Caribbean". The evolving role of WFP towards capacity strengthening is based on a strategy that is more focused on processes rather than activities. This strategic shift contributed to institutionalise food security and nutrition in public policy frameworks and programmes. The mainstreaming of food security and nutrition into emergency preparedness, response, rehabilitation and recovery policies and activities is an important part of INDECI work plan.

The country office also participated in the WFP Certification for Excellence in Gender Equality Mainstreaming, a corporate initiative aimed at increasing the effective implementation of gender-sensitive actions throughout WFP operations. At the outset of the process, the country office received an initial gender assessment to identify the main gaps in mainstreaming gender. A number of actions were then carried out, such as assigning specific budget percentages of each project to gender-related activities. In addition, a gender focal point was identified, with the responsibility of revising project documents and assisting in the inclusion of the gender approach in the different operations.

## Capacity strengthening

Until 2006, WFP assistance in Peru was aimed at eradicating hunger and poverty among the most vulnerable populations through food distribution. Since 2007, WFP has sought a comprehensive approach shifting towards technical assistance, advocacy, policy advice and direct implementation of local nutrition programmes. Therefore, WFP operations are mostly aimed at strengthening the capacity of national and local governments, with the major goal of fostering their leadership and empowerment.

Throughout the years, WFP's technical support increasingly focused on facilitating tools to analyse vulnerability in food security and nutrition, generate evidence, contribute to public policies and improve existing programmes. One of the most important aspects is the strengthening of government and partners' capacity in food security and nutrition, as well as emergency preparedness and response. WFP's investments in capacity development activities are about empowering nations, communities and households to reduce and eliminate hunger by establishing a national accountability framework.

As a crucial step forward in terms of ownership building in 2016, the training modules provided by WFP in emergency food assistance, food security assessment and warehouse management were included in the Civil Defense (INDECI) overall training programme. This greatly contributed to the sustainability of the knowledge transfer. Moreover, WFP provided training sessions to the National Centre for Estimating, Preventing and Reducing Disaster Risk on methodologies for vulnerability analysis and mapping (VAM). WFP also provided technical assistance to INDECI to measure the Emergency Preparedness Capacity Index (EPCI), which is aimed at assessing national and local capacity in emergency preparedness.

In addition to strengthening the capacity of government staff, WFP provided technical assistance to two public universities to include a module on food security assessments in emergencies in a postgraduate degree on nutrition.



# Project Objectives and Results

## Project Objectives

This Emergency Preparedness Activity was designed to improve the capacity of the National Institute for Civil Defense (INDECI) to cope with the potential negative effects triggered by El Niño phenomenon between December 2015 and June 2016.

The operation focused on the departments of Piura, Tumbes, Loreto and Lambayeque in northern Peru. It was estimated that the proportion of affected population in these territories would be the highest in the country. In the region of Loreto, 26 percent of the population was expected to suffer from the consequences of El Niño, while in Piura, this proportion amounted to 14 percent, in Tumbes 12 percent and in Lambayeque 7 percent (INDECI 2015). El Niño was expected to trigger serious emergencies in Peru due to heavy rains and flooding in areas that are usually dry, and thus unprepared to tackle these types of climate shocks.

The operation contributed to WFP Strategic Objective 1 of saving lives and protecting livelihoods in emergencies. It also supported priority area 2 (Disaster Preparedness and Response) of the Peru Country Strategy 2012-2016 and the programme area "Reducing risk of natural disasters and adaptation to climate change" of the United Nations Development Assistance Framework in the country for the period 2012-2016.

In Peru, government emergency preparedness measures are primarily aimed at preserving infrastructures. The human and financial capacities of national and regional government authorities to assist affected populations are limited. Therefore, the project focused on humanitarian food assistance, logistics and telecommunications. Based on a cooperation agreement between WFP and INDECI, the Government requested the following support to its preparedness activities:

1. Support in the development of food assistance capacities;
2. Support in the coordination and management of emergency telecommunications; and
3. Strengthening logistics capacities.

Finally, this operation also supported a joint WFP and government monitoring of emergency preparedness capacities. This activity was geared to build awareness about the need for a more comprehensive approach to emergency preparedness and response at both national and local levels, including a food security and nutrition perspective; and to support INDECI's strategies and operational priorities.



## Approved Budget for Project Duration (USD)

Cost Category	
Capacity Dev.t and Augmentation	115,600
Direct Support Costs	56,074
Indirect Support Costs	12,017
<b>Total</b>	<b>183,691</b>

## Project Activities

**Strategic Objective 1:** Save lives and protect livelihoods in emergencies

**Outcome SO 1.4:** National institutions, regional bodies, and the humanitarian community are enabled to prepare for, assess and respond to emergencies and are measured with the Emergency Preparedness Capacity Index (EPCI).

## Component 1: Development of Food Assistance Capacities

This first component entailed two main activities: i) a rapid assessment of the effects of the El Niño phenomenon on food security; and ii) the design and implementation of a cash-based transfer modality to be used in response of emergencies.

As regards to the rapid assessment of the effects of the El Niño phenomenon on food security, WFP organised training activities for a team composed of government staff from the National Institute for Civil Defense (INDECI) and members of the National Food and Nutritional Security Cluster (including Peruvian Red Cross, Save the Children, OCHA). Following the training sessions, an impact evaluation was conducted in four different regions (Arequipa, San Martin, Puno, and Piura). A total of 24 specialists (10 women and 14 men) were trained and 10 participated (6 women and 4 men) in the evaluation exercise.

This activity allowed to standardize national methodologies for food security rapid assessment. This methodology is now available and can be used by the national humanitarian network of Peru. In addition, WFP donated mobile equipment (laptop, tablets, barcode readers for the National Identity Document) to collect information in case of disasters and upload them to the National Information System for the Prevention and Attention of Disasters (SINPAD).

As regards the second activity, WFP aimed at promoting a pilot initiative for the design and implementation of a cash-based transfer in the context of emergencies. The pilot initiative should have served as a first test to introduce innovative practices. Since the disasters in the regions of Tumbes and Piura were not as strong as forecast, this activity was not implemented. The budget allocated to this activity was used to strengthen the logistic capacity development component.

## Component 2: Support to coordination and management of emergency telecommunications

The latest "Fast IT and Telecommunications Emergency and Support Team (FITTEST)" evaluation recommended an update of INDECI's telecommunications equipment to ensure proper communication in case of an emergency. Therefore, WFP purchased two telecommunication modules and handed them over to INDECI, to be used in Lima and in the field. This equipment was aimed at supporting INDECI in the following key areas:

- Have a reference equipment before starting a standardisation programme of its telecommunication equipment.
- Enable training sessions to all communication personnel with high-end radio equipment, that ensures communication in cases of emergency.

## Component 3: Strengthening of Logistics Capacities in Emergencies

This component entailed two main activities: i) provide quality control equipment to four food warehouses; and ii) provide technical assistance to warehouse personnel on food storage management.

The first activity included the purchase of two portable warehouses, industrial vacuum cleaners, electronic balances, precision balances and helmets. To complement the purchase of quality control equipment, WFP also aimed to provide technical assistance on proper food management in warehouses. For this purpose, WFP facilitated training sessions to the staff in the main food warehouses of INDECI. The training programme focused on adequate food storage from warehouses to final beneficiaries.

## Operational Partnerships

This Emergency Preparedness Activity was carried out in close collaboration with the National Institute for Civil Defense (INDECI), consolidating an already established long-time partnership.

WFP support was key in ensuring technical assistance and training sessions to INDECI as part of the preparedness activities for El Niño phenomenon. This support was requested by INDECI in view of the limited preparedness and response capacities of its staff to tackle a potential climate shock. Moreover, WFP also supported INDECI in its coordination and leadership of the national round tables of logistics, food assistance and emergency telecommunications, among other activities.

## Performance Monitoring

WFP is making a significant effort to strengthen the monitoring capacity of its partners and ensure evidence-based and timely decision making. The performance monitoring of this emergency preparedness activity was implemented by the Government itself, through the Policy, Plans and Evaluation Directorate of the National Institute for Civil Defense. Peru is the only country in the region that has officially adopted the Emergency Preparedness and Response Capacity Index (EPCI) to monitor and map their national, regional and local capacity in case of an emergency.

## Results/Outcomes

The outcomes of this operation were measured using the **Emergency Preparedness and Response Capacity Index (EPCI)**, which assessed the capacities of the National Institute for Civil Defense (INDECI), as well as regional and local authorities, to tackle and prepare for a potential climate shock. Between 2015 and 2016, WFP consulted with key staff from INDECI, as well as regional and local government authorities, to assess the six components of the EPCI (planning, organisation, human resources, financial resources, logistics and communications). While the average result for the 25 regions in 2015 was 1.83 (on a scale from 1 to 4), this value went up to 2.33 in 2016. The analysis at the regional level showed an improvement in the planning, organisation and communication areas, while the sectors of human resources, financial resources and logistics did not change.

The initial EPCI results indicated a need for strengthening emergency preparedness capacities of INDECI, regional and local governments, especially in the context of El Niño. As regards the four northern regions assisted by WFP (Lambayeque, Loreto, Piura and Tumbes), disaggregated results also showed improvements between 2016 and 2015. In particular, all four regions presented higher rates in the communication component, indicating that the equipment and the procedures for exchanging information in emergencies were improved. In Loreto and Lambayeque regions, improvements were registered in the logistic component, which entails the whole logistic chain (starting with the purchase of products to the delivery to beneficiaries). No significant change occurred in financial resources and planning in the four regions, stressing the need for a more targeted assistance in these areas.

Overall, these results showed that the government technical skills to undertake need assessments, register affected populations and improve storage capacities were enhanced between 2015 and 2016. Through this emergency preparedness activity, WFP contributed to this improvement.

# Figures and Indicators

## Data Notes

Cover page photo © WFP/ Sandra Hittmeyer

Warehouse management training with government staff.