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<http://www.wfp.org/countries>

**SPR Reading Guidance**



**SO-PECO-Provision of logistics and programmatic expertise in support of Government of Peru's flood response**

**Standard Project Report 2017**

World Food Programme in Peru, Republic of (PE)

Foto: Mónica Suárez Galindo / PNUD Perú.



**World Food Programme**

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# Country Context and WFP Objectives



## Achievements at Country Level

The WFP Country Office in Peru is one of two WFP offices in the world that does not manage a food assistance operation, which means it does not have a food or cash delivery programme. Its work is primarily to provide policy support and technical assistance to the Government. This makes the office unique within the WFP ecosystem. During 2017 the main achievements at country level included:

**Approval of a Country Strategic Plan 2018 – 2022.** During 2017, WFP Peru together with the Peruvian government developed its new five-year country strategy, which determined a new strategic direction and included a restructuring of the office and its profile to better deliver on the needs and expectation of the Government. The CSP design and formulation process gave the country office the opportunity to think innovatively and test bold new approaches and ideas. The model, which is based purely on policy support, advocacy, technical support and partnerships, is now seen as a possible model for WFP operations in other middle-income countries.

**Establishment of a country-wide alliance to fight malnutrition and hunger.** This alliance has been established between the Government, the private sector, academia and the media and is facilitated by WFP. After series of meetings and conferences organized by WFP throughout 2017, the issue of hunger and malnutrition was finally discussed in a meeting of the *National Accord* at the Presidential Palace in December 2017. The meeting was chaired by the Prime Minister and included representation of all the political parties, UN agencies, NGOs, civil society representatives and the private sector. The issue of nutrition was recognized as a state priority.

**Effective emergency response to the floods caused by El Niño.** While WFP was working on the advocacy and political aspects of its new strategy, it also helped the Government respond to the worst flooding disaster in the

country since 1997. Heavy floods caused the death of 106 people, and left 283 thousand families homeless. Even though the Government had the funds and assets to respond to the emergency, bottlenecks in needs assessments and delivery were severely affecting humanitarian response. At the request of the Government, WFP designed an innovative model of emergency response based on technical assistance and mobilized 16 national (3) and international (13) experts to support the Peruvian Government in responding to the disaster. For WFP, this is a new model of disaster response in a middle-income country.

## Country Context and Response of the Government

In Peru, consistent economic growth combined with investments in infrastructure, education and health and an expansion of social programmes resulted in significant reductions in hunger and poverty, including a 50 percent reduction in chronic undernutrition since 2007. Despite these successes, it continues to affect 13.1 percent of children under 5, 14 percent of boys and 12.2 percent of girls, with significant differences according to residence: 26.5 percent in rural and 7.9 percent in urban areas. In some parts of the country, such as the remote areas of the Sierra and Amazon regions, undernutrition levels reach 33.4 percent. Among indigenous communities, particularly in the Amazon, these levels have not decreased in the last ten years.

On the other hand, anaemia rates among children aged 6–36 months have decreased only slightly, from 45 to 43 percent, since 2011. In some regions, such as Puno, anemia affects 7 out of 10 children. In the poorest households, 42.4 percent of children under 5 have anemia; while the figure for children in well-off families is 20.6 percent, which is still high. Among women, anemia increased by 3.9 percentage points between 2012 and 2014.

An increasing public health concern in Peru is overweight and obesity among school-age children. Between 2008 and 2014, the prevalence of overweight and obesity increased from 19.4 to 32.4 percent among boys and girls aged 5 to 9 years. This particularly affects: i) boys, of whom 39 percent are affected compared with 25 percent of girls; ii) children in urban areas – 41 percent; and iii) children in middle- and high-income households – 39 percent. Among adult women, 44 percent are obese compared with 38 percent of men.

Peru is one of the most disaster-prone countries in the world: in 2016, an estimated 18.6 million people – 59 percent of the population – lived in areas highly vulnerable to natural disasters and climate change. These figures are expected to reach 21.9 million – 66 percent – by 2021. WFP's 2015 vulnerability analysis and mapping showed that 7.1 million Peruvians – 23 percent of the population – live in districts with high or very high vulnerability to food insecurity caused by recurrent natural disasters that constrain access to food, particularly in the Sierra and Amazon regions. The Niño Costero phenomenon early in 2017 caused landslides and flooding that affected 1.1 million people and caused extensive damage to northern coastal areas. According to WFP's preliminary report on food and nutrition security, 60 percent of the affected population was food insecure following the onset of the disaster, and livelihoods and crops were seriously affected. The risk to these hazards is exacerbated by the high climatic variability derived from climate change, generating extreme events with greater frequency. Peru, after Bangladesh and Honduras, is the third most vulnerable country in the world to climate change.

The Government is determined to achieve SDG2 by 2030 and has shown its commitment to reduce malnutrition in the country by including aspirational targets in the Bicentennial Plan, which concludes in 2021: to reduce the prevalence of chronic undernutrition to 6.4 percent and anaemia to 19 percent. Other national policies related to SDG 2 are the National Plan for Disaster Risk Management (2014–2021), the Plan for Food Security and Nutrition (2015–2021), the Social Development Policy and the National Plan for Gender Equality (2012–2017).

Peru is also updating its national plans to establish the 2030 Country Vision. Consultations are under way with the aim of aligning regional, national and state policies with the SDGs under the National Strategic Development Plan. The 2030 Country Vision includes a focus on the most vulnerable groups, and aims to enable all people to achieve their potential and to manage resources to address the effects of climate change.

## WFP Objectives and Strategic Coordination

WFP's primary objective is to support the Government in reducing high levels of malnutrition and vulnerability by jointly addressing complex food security and nutrition challenges and enhancing the Government's emergency preparedness and response capacities. To meet the Government's needs and expectations, WFP is undergoing a strategic shift, which in 2017 started with the design and formulation of a Country Strategic Plan and the transition to new objectives and results. Taking into account the recommendations of the strategic review and consultations with partners, WFP adopted a new advocacy, partnership and convening role that increased WFP's political engagement in generating commitment to SDG2 throughout Peruvian society. In 2017, WFP focused on the following priorities:

1. Position the issue of malnutrition at the highest levels in the country and create a nationwide alliance against hunger.

This objective included high-level political advocacy to ensure the support of the President and the Prime Minister of Peru, which culminated in the National Accord meeting in December, and a wide partnership strategy to include the private sector, civil society, academia and the media. What has helped build this impressive momentum and attract support has been the production and successful airing of a national TV show called *Cocina con Causa*. WFP delivered on the President's request early in 2017, a show to teach Peruvians how to eat better. The TV show became a very successful partnership platform supported by 10 ministries, private sector partners and UN agencies, such as UNICEF and WHO. It quickly became the second most viewed program on Wednesday evenings and immediately positioned the issue of anemia and malnutrition nationally. WFP also established the "Business for Zero Hunger" consultative group with 8 prominent CEOs of private sector companies committed to eradicating malnutrition in Peru. The group will help mobilize private sector investment and action in 2018.

2. Provide policy support and technical assistance to reduce the high levels of malnutrition.

WFP works with the Government to generate evidence to facilitate the formulation of social programs and public policies. In 2017, WFP continued the implementation of its local nutrition projects in Ventanilla (central coast) and Sechura (northern coast). Both implementation models have been recognized by the Peruvian government as a successful model to reduce malnutrition prevalence at local level. WFP is primarily involved through education, training, equipment and information on good feeding practices, healthy nutrition, and hygiene for mothers and children under the age of three. Based on these experiences and at the Minister's request, WFP together with the Ministry of Development and Social Inclusion launched a new local intervention in Curgos (central highland). Curgos has the highest levels of poverty in the country - 83.6 per cent of its population - and malnutrition - 49.9 percent of undernutrition in children under 5 - and these figures have not improved significantly in the past 10 years. Lessons learned will serve to scale up the Curgos model at the national level.

Another priority has been the strengthening of gathering of evidence and generation of data at national level to better inform political decision making. WFP, together with the Ministry of Education, has carried out a study on what children are eating in schools. This information will inform the reform of the school kiosk and canteen policy. To further contribute to the reduction of anemia in the country, WFP is assisting the Government to introduce fortified products in the market. With technical assistance from WFP, a rice fortification pilot was launched in the northern coast of Peru, in the province of Sechura. The fortified rice will be delivered through social protection programmes in the area to improve the nutritional status of the most vulnerable population and generate national evidence of the impacts of fortified rice on the reduction of malnutrition.

3. Strengthen disaster response capacities to ensure that the needs of vulnerable populations are met.

WFP seeks to strengthen government capacity in disaster risk preparedness in order to guarantee the food security of the most vulnerable populations during emergencies. In March 2017, rains on the coast of Peru unleashed a series of natural events affecting large parts of the population, and leading to a declaration of a state of emergency in 15 regions. The Ministry of Defense coordinated the emergency response together with the National Civil Defense. Other sectors of the Government, like the armed forces, education, health, social development and inclusion and production, were mobilized in order to save lives, evacuate the population in risk areas and deploy the greatest possible assistance. The Government provided financial support of USD 3.1 million. In spite of this efforts, bottlenecks in logistical coordination and supply chain prevented humanitarian aid from reaching the most vulnerable population in a timely matter. In this context, the Government of Peru requested WFP to provide technical assistance for the implementation of a coordinated and effective logistics and food security response to the disaster.

Based on this request, WFP launched a Special Operation to ensure lifesaving assistance by reducing the time and cost of providing food assistance by different actors. WFP teams deployed at the onset of the emergency and worked through government structures, carried out needs assessments, identifying beneficiaries and the planning, distribution and monitoring of humanitarian aid (food and non-food). The technical assistance provided by WFP helped the government enhance their own response and take timely and better-informed decisions. This type of emergency response is a new model of intervention for WFP in middle income countries, where the Government coordinates and leads the emergency response supported by WFP's technical expertise. Lessons learned of the response were identified and documented. This analysis will serve to strengthen the National Disaster Risk Management System and improve the response capacity of the Government in future emergencies.

# Country Resources and Results

## Resources for Results

During 2017, the country office was supported by voluntary contributions from the Government of Peru, the European Commission, the Government of China, the Government of Japan and the private sector through trust funds for nutrition and emergency capacity building operations. About 70 percent of the contributions were destined to nutritional activities and 30 percent to emergency capacity enhancement. In 2017, WFP trained more than 1700 government officials in issues related to emergency preparedness and worked with local governments to improve the nutritional status of more than 6600 families in Piura and Ventanilla. Through the television show *Cocina con Causa*, WFP was able to expand the reach of its nutritional messages, reaching more than 58,000 Peruvian homes each week. With its evidence generation, advocacy and communication activities, WFP aimed to impact an estimated 2.2 million children suffering from malnutrition and more than 7.1 million people vulnerable to food insecurity due to climate related disasters. As the country office model does not include an ongoing emergency operation, ensuring rapid funding for emergency response represented an important challenge during 2017. The emergency support to the Government during the early 2017 flooding was financed through a Special Operation, with funds from the corporate immediate response account.

The forecast for the next five years of the country strategy is positive. While activities related to advocacy and nutrition are expected to be well funded, emergency capacity strengthening activities still need more donor attention. A priority for next year will be securing a multi-year fund for emergency related activities to sustainably strengthen the National Disaster Management System. To help guide outreach efforts of the country office and ensure adequate funding, WFP has prepared a new partnership action plan, which builds on lessons learned and key partner consultations. WFP will continue to explore a variety of funding opportunities, particularly with non-traditional donors and the private sector.

## Supply Chain

Through two technical assistance projects, WFP made significant efforts in strengthening capacities of the National Civil Defense to manage emergency relief supplies in 2017. WFP facilitated training sessions on warehouse and port management, damage evaluation and needs analysis and developed virtual courses on emergency food assistance. With a total of 14 training sessions and courses during the reporting year, WFP managed to train 1,734 governmental officials. To enhance institutional capacities, WFP delivered 13 quality and quantity control kits to food warehouses, two temporary warehouses for emergencies and four high frequency communication equipments. To inform decision making and policy development, WFP together with the National Civil Defense, have published the results of the emergency preparedness and response capacity index (EPCI) and presented it at central and regional level, to convey the importance of its measurement and sensitize staff on improvements needed. The Government acknowledges these efforts and recognizes WFP as a key partner in disaster risk management and emergency preparedness and response.

## Implementation of Evaluation Recommendations and Lessons Learned

During the past years, WFP demonstrated that it can leverage its operational expertise to support policy design. The country office has supported the design of the National Risk and Disaster Management Plan, helped reform the school feeding and other social programmes and provided technical assistance to the wheat flour fortification law. Currently it is supporting the Ministry of Health with the rice fortification law, the Ministry of Development and Social Inclusion with the enhancement of social programmes and the Ministry of Defense with the strengthening of the National Disaster Risk Management System. WFP's expertise in emergency response, humanitarian supply chain management, telecommunications, targeting and nutrition- and gender-sensitive programming is recognized by the Government and stakeholders.

Nonetheless, as recommended by the evaluation of WFP's policy on capacity development, the country office needs to introduce a more systematic approach to capacity strengthening to contribute to hunger reduction in Peru. 2017 was a year of transition to a new Country Strategic Plan that leverages WFP's comparative advantages and embraces evaluation recommendations to better deliver on the Government's needs. Other recommendations that

shaped the strategic shift of WFP, included stronger attention to knowledge creation, higher-quality policy engagement, better branding and improved strategies for partnership and resource mobilization. Strengthened advocacy and communication will enable WFP to influence policy decisions and catalyse systemic changes in food security and nutrition.

An internal review of WFP's interventions in Sechura and Ventanilla provinces i) highlighted the effectiveness of its behaviour change strategies at the household level; ii) recommended that work with local governments focus on ensuring sustainability; iii) found that work at the regional level required improved documentation, to be then shared at the national level; and iv) highlighted the positive effects of mainstreaming gender throughout programming, recommending further improvement of this approach.

## Capacity Strengthening

Until 2006, WFP food aid in Peru aimed at eradicating hunger and poverty among the most vulnerable populations through food delivery. Since 2007, WFP seeks an integrated approach of technical assistance, capacity strengthening, advocacy and policy advice. One of the most important components of this shift in assistance is the strengthening of government and partner capacities in food security and nutrition, emergency preparedness and response. Specifically, in the event of a disaster, WFP supports the Government to respond quickly and cover the food and nutritional needs of the affected population. This implies strengthening logistic and food storage capacities; ensure sufficient trained personnel to carry out rapid needs assessments, and improve telecommunications during emergencies.

In the last five years, WFP and its partners trained an average of 2,000 local and regional officials per year in food assistance, logistics and telecommunications in emergencies. In terms of strengthening the political and legal framework, WFP has supported the Government in the establishment of the National Risk Management Plan, the main instrument to guide the priorities and national strategic actions in this area. WFP also helped design the regulations to allow regional and local governments to provide emergency food assistance in their communities. This allowed a more rapid assistance to half a million-people affected by frost, floods, torrential rains every year.

Since 2015, WFP carries out an annual capacity assessment together with the National Civil Defense to measure the national Emergency Preparedness and Response Capacity Index (EPCI). The EPCI measures government capacities related to planning, organization, human resources, financial resources, logistics and communications in emergencies. Between 2015 and 2016, the index for the regional governments increased from 1.8 to 2.3 points (total score of 4 points). This increase in capacity can be largely attributed to the preparedness activities for the El Niño phenomenon, which was forecasted to hit Peru in 2016.

The latest capacity assessment indicates a low level of emergency preparedness among the 196 provincial governments (1.33 points), indicating significant challenges related to the provision of rapid emergency assistance to affected populations. Responding to emergencies of moderate intensity rapidly surpasses local government capacity and makes them resort to the superior instances in the regional and central governments. High-intensity earthquakes and other large-scale emergencies would also surpass regional governments' capacity. There are still important gaps to close in order to ensure adequate and timely government response in all emergencies.



# Project Results

## Activities and Operational Partnerships

From January to April of 2017, El Niño Costero phenomenon affected 1.7 million people in Peru. Of the 23 regions that suffered the ravages of the flooding, the most affected were Piura, Lambayeque and La Libertad. About 283 thousand families nationwide lost their homes, 12,000 people still lived in shelters or housed in spontaneous sites in July, mainly in the Piura region.

The crisis led to alarming food insecurity among the affected population. A WFP-led Rapid Food Security Assessment conducted in Piura, La Libertad and Lambayeque indicated that 59 percent of households were food insecure, of which 9 percent faced severe food insecurity. Around one third of the affected families were relying on crisis and emergency level coping strategies that further compromised their long-term food security and threatened their livelihoods.

To guarantee the welfare of the affected population, the Government declared a state of emergency in 15 regions and deployed immediate response, coordinated by the Presidency of the Council of Ministers and the National Emergency Operations Center of the Ministry of Defence. While the Government of Peru had rapidly mobilized resources and responded to the needs of the affected population, it faced a number of challenges in this large scale sudden-onset emergency, including: i) the supply chain of the food-based response including planning, procurement, transportation, storage and distribution, and ii) coordination at and between the national and local level. These bottlenecks limited the provision of a timely and appropriate food assistance to the affected population during the first weeks of the response.

It is in this context that the Government of Peru requested WFP to provide expertise in logistics and food security at the central level and to assist local authorities in implementing a coordinated and effective logistics and food security response to the disaster. As per the agreement with the Government of Peru, the leadership and coordination of the response rested with the Government, making this a new model of emergency intervention for WFP in middle-income countries. WFP offered technical assistance in areas where capacity gaps were identified and accompanied the Government during the response. In addition, WFP together with FAO and UNICEF coordinated the food security working group of the Humanitarian Network in the country.

Through this Special Operation, WFP aimed to deploy logistics and programmatic experts to the Government in order to:

- a. Advise in designing effective emergency supply chains for cash-based transfers and in-kind food assistance
- b. Enhance coordination, predictability, timeliness and efficiency of the emergency logistics response by establishing a logistics coordination mechanism that serves as a platform for the main logistics actors
- c. Provide technical assistance to the Government to manage cash-based transfer programs to targeted populations, including the planning, implementation and M&E of the cash-based intervention.

During the implementation WFP logistics and programme staff was based between Lima and three regional hubs in La Libertad, Lambayeque and Piura, the three most affected regions. Support was provided in supply chain coordination and optimization, as well as in food security analysis, coordination, and in supporting the Government to explore different transfer modalities within the humanitarian response. WFP supported local, regional and national governments in the design and management of the emergency supply chain and in finding solutions to logistics bottlenecks. In addition, WFP provided technical support on coordination and implementation of different transfer modalities, including in-kind food assistance.

## Results

WFP focused its assistance at central and local level in the most affected regions of Piura, Lambayeque and La Libertad. The Special Operation achieved the following results:

### **a. Designing effective emergency supply chains for cash-based transfers and in-kind food assistance**

To assist the Government in finding solutions to logistical bottlenecks at the regional and local level, WFP mobilized 16 national and international consultants. An initial analysis was carried out in each region, assessing the level of food and nutrition security and determining immediate needs. This information helped the government make decisions about the resources and assets to be mobilized and facilitated the supply of around 6,000 mt of humanitarian aid, including 2,900 mt of food to benefit 120,000 people for a period of six months.

WFP provided technical assistance for the distribution of food, supported the programming of food requirements, assisted in the food storage and accompanied the distribution process. In order to increase the efficiency of humanitarian assistance, WFP supported the operationalization of 64 emergency kitchens managed by the National Institute of Civil Defense (INDECI). Using complementary funds, WFP installed two temporary warehouses for humanitarian assistance for the Regional Governments of Piura and Lambayeque, which served as logistical centers for various humanitarian organizations. Upon request of INDECI, WFP carried out a second food and nutrition security assessment in July. Based on WFP recommendations, the Government continued to provide assistance until November to 12,000 people that could not return to their homes.

Finally, at the Government's request, WFP together with Save the Children gathered lessons learned from the disaster response. For this study, WFP carried out two international missions and five decentralized workshops at a national level and consulted more than 500 government officials responsible for the emergency response. This study aimed to review emergency response activities, identify and analyse achievements, lessons learned and opportunities for the improvement of disaster risk management processes. The analysis will provide evidence and recommendations to inform the enhancement of the National Disaster Risk Management System.

**b. Enhance coordination, predictability, timeliness and efficiency of the emergency logistics response by establishing a logistics coordination mechanism that serves as a platform for the main logistics actors**

At the central level, WFP provided technical assistance in logistical coordination to the National Emergency Operations Center (COEN) and in food management to the central warehouse of the National Civil Defense Institute (INDECI). This support helped consolidate the coordination and operational analysis of the COEN as well as the food logistics component in the central warehouse. This facilitated timely transportation and distribution of food from the central warehouses to the most affected regions.

Under the leadership of INDECI, WFP together with FAO and UNICEF coordinated the food security working group. This was the main coordination space for all national and international institutions of the Humanitarian Network directly involved in food security in the country. At regional level, WFP consultants established regional thematic groups to better coordinate the local response. The humanitarian plan for response was designed within this group as part of a Flash Appeal. The Humanitarian Plan included 12 projects worth USD 4.5 million of which USD 2.5 million were financed.

**c. Provide technical assistance to the Government to manage cash-based transfer programs to targeted populations, including the planning, implementation and M&E of the cash-based intervention.**

During the emergency, WFP analysed the opportunities for the Government to introduce monetary transfers as a possible response to the emergency and advocated its implementation. This advocacy and information provided helped the Ministry of Development and Social Inclusion provide an extraordinary grant to beneficiaries of the National Program of Direct Support to the Most Vulnerable (Juntos) and the National Programme of Solidarity Assistance (Pension 65) in the affected areas. To meet their basic food and health needs, the Government paid an additional amount of S/. 200 (USD 63) to each beneficiary, a total investment of USD 37 million.

After the emergency, WFP and the Government collaborated on closing institutional, structural and political gaps and enhanced preparedness for future emergencies. This included strengthening the shock responsiveness of the social protection system as well as implementing the recommendations of the lessons learned study. In 2018, WFP will continue these actions under the third strategic objective of its new Country Strategy Plan: Enhancement of emergency preparedness and response capacities.

# Figures and Indicators

## Data Notes

Cover page photo © UNDP/Mónica Suárez Galindo

Families gathering on the roads of Piura after the flooding