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## Summary report on the evaluation of the Peru country strategic plan (2018–2022)

### Executive summary

The evaluation of the country strategic plan for Peru for 2018–2022 was conducted between January and December 2021. The evaluation covered the period from January 2017 to July 2021, focusing on WFP's strategic positioning and its contribution to outcomes, efficiency in implementation and the factors explaining WFP's performance. It was conducted using a theory-based mixed-methods approach to serve the dual purpose of accountability and learning and to inform the preparation of a new country strategic plan.

Peru is an upper-middle-income country, one of the most disaster-prone countries in the world and one of the largest destination countries for migrants from the Bolivarian Republic of Venezuela. Despite advances in economic growth, anaemia and chronic child malnutrition remain central problems, with significant inequality across territorial and ethnic divides. Food insecurity and poverty rates have increased owing to the coronavirus disease 2019 pandemic.

The country strategic plan envisaged a shift from the provision of food aid to the strengthening of national capacity in the areas of food security and nutrition and emergency preparedness and response through an integrated approach combining policy advocacy and technical assistance.

The evaluation found that the country strategic plan was aligned with national priorities and the 2030 Agenda for Sustainable Development, with WFP positioned as a strategic government partner for strengthening national capacity with a recognized comparative advantage in emergency response.

*In line with WFP evaluation policy (2022) (WFP/EB.1/2022/4-C), to respect the integrity and independence of evaluation findings the editing of this report has been limited and as a result some of the language in it may not be fully consistent with the World Food Programme's standard terminology or editorial practices. Please direct any requests for clarification to the Director of Evaluation.*

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WFP demonstrated considerable flexibility and responsiveness in a changing context, providing a timely response to the most vulnerable people during the coronavirus disease 2019 health crisis. Nonetheless, its contribution to objectives in cross-cutting areas including gender, protection, accountability to affected populations and the environment, was limited. Synergy and coordination across strategic outcomes improved progressively during implementation of the country strategic plan, and the current circumstances offer opportunities for a more coherent approach to cross-cutting themes, in particular with regard to resilience and livelihood initiatives.

WFP interventions resulted in positive contributions across the humanitarian, development and peace nexus; however, effectiveness across the triple nexus was partially hindered by the lack of a comprehensive strategy conceived and implemented in coordination with other key stakeholders.

Considering the challenging operational environment, WFP generally provided assistance in a timely manner, and efficiency improved over time. Alternative cost-effective measures were successfully explored and applied. Leveraging its partnerships and generating evidence from pilot initiatives, WFP made important contributions to the national policy, regulatory and development financing environment. In that regard, investing in country office adequate staffing had a positive return in terms of credibility and strategic positioning and, ultimately, effective policy advocacy.

The evaluation led to the conclusion that the country strategic plan multistakeholder and interdisciplinary approach combining nutrition, food security and disaster risk reduction and response was relevant and effective, with good prospects for sustainability. In the post-pandemic recovery and in the light of new government priorities to further reduce poverty and close inequality gaps, WFP faces the challenge of further adapting to an evolving situation and ensuring its continued relevance and strategic positioning in the country.

The evaluation made three strategic and two operational recommendations to further strengthen WFP positioning and contributions across the triple nexus.

## **Draft decision\***

The Board takes note of the summary report on the evaluation of the Peru country strategic plan (2018–2022) (WFP/EB.2/2022/6-H) and management response (WFP/EB.2/2022/6-H/Add.1) and encourages further action on the recommendations set out in the report, taking into account the considerations raised by the Board during its discussion.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

## Introduction

### Evaluation features

1. Country strategic plan (CSP) evaluations are the primary instrument for providing accountability and meeting learning needs in accordance with the expectations of the Board and WFP management. They provide evidence of the strategic positioning and results of WFP to inform the design of the next generation of CSPs and potentially to contribute to the design of United Nations sustainable development cooperation frameworks.
2. The evaluation of the Peru CSP for 2018–2022 covered WFP interventions between January 2017 and July 2021. Its main users are the WFP country office and its internal and external stakeholders, including beneficiaries, as well as WFP headquarters divisions and the Regional Bureau for Latin America and the Caribbean.
3. The evaluation adopted a theory-based mixed-methods, gender-sensitive approach, drawing on monitoring data, literature review, key informant interviews and online surveys. Because of the coronavirus disease 2019 (COVID-19) pandemic, the evaluation was conducted remotely, with data collection taking place between May and July 2021. Findings, conclusions and recommendations were discussed with stakeholders during two online workshops in November 2021.

### Context

4. Peru has a population of 33.4 million<sup>1</sup> and is one of the largest destination countries for migrants from the Bolivarian Republic of Venezuela, hosting over 1 million people of concern.<sup>2</sup> It is one of the most disaster-prone countries in the world, with high levels of exposure and vulnerability to natural hazards including earthquakes, tsunamis, volcanoes, floods and droughts.
5. Classified as an upper-middle-income country, Peru ranked 79th of 189 countries in the 2019 Human Development Index.<sup>3</sup> Despite a 3.1 percent average annual gross domestic product growth rate over the last decade<sup>4</sup> and an overall reduction in poverty rates from 37.3 percent in 2008 to 20.2 percent in 2019, socioeconomic inequality persists, with marked geographic and ethnocultural disparities.<sup>5</sup> Moreover, as a result of the COVID-19 pandemic poverty rates increased, reversing the progress made over the previous decade.<sup>6</sup>
6. Despite overall success in reducing chronic malnutrition in children under 5, the prevalence of anaemia in children age 6–36 months was 40 percent in 2020, with significant geographic disparities (48.4 percent in rural areas and 36.7 percent in urban areas). As of January 2021,

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<sup>1</sup> National Institute of Statistics and Informatics. 2019. *Perú: Estimaciones y Proyecciones de la Población Nacional, por Año Calendario y Edad Simple, 1950–2050* (Peru – National Population Estimates and Projections, by Calendar Year and Simple Age).

<sup>2</sup> Office of the United Nations High Commissioner for Refugees. 2021. *Factsheet N°2, 31 March 2021*.













<sup>3</sup> United Nations Development Programme. 2020. *Human Development Report 2020. The Next Frontier: Human Development and the Anthropocene*.

<sup>4</sup> World Bank DataBank. 2021. *Employment in agriculture (% of total employment) (modeled ILO estimate) – Peru*; Economic Commission for Latin America and the Caribbean. 2019. *Economic Survey of Latin America and the Caribbean, 2019*; World Bank. 2021. *The World Bank in Peru*.

<sup>5</sup> Organisation for Economic Co-operation and Development. 2016. *Reforma de la gobernanza pública: Perú – Aspectos claves 2016* (Public governance reform: Peru – Key aspects 2016).

<sup>6</sup> National Institute of Statistics and Informatics. 2021. *Evolución de la Pobreza Monetaria, 2009–2020* (Evolution of monetary poverty, 2009–2020).

food insecurity was estimated to be severe for 12 percent of the Peruvian population, moderate for 42.2 percent and marginal for 37.2 percent.

TABLE 1: SOCIOECONOMIC INDICATORS			
	Indicator	Value	Year
	Total population (1)	32.6 million	2020
	Share of agriculture in gross domestic product (percentage) (2)	5.61	2020
	Employment in agriculture (percentage of total employment) (modelled International Labour Organization estimate) (3)	126	2018
	Human Development Index (score and rank) (4)	0.777 (79 of 189)	2019
	Gini coefficient (4)	42.8	2018
	Monetary poverty ratio (1)	30.1	2020
	Refugees (5)	1.5 million	2021
	Asylum seekers (5)	532 000	2021
	Global Hunger Index (6)	7	2020
	Prevalence of chronic malnutrition in children under 5 (1)	12.1	2020
	Gender Gap Index (score and rank) (7)	0.721 (62 of 156)	2021
	Government expenditure on education, total (percentage of government expenditure) (8)	17.9	2021

Sources: (1) National Institute of Statistics and Informatics; (2) Banco Central de Reserva del Perú data; (3) World Bank; (4) United Nations Development Programme; (5) Office of the United Nations High Commissioner for Refugees; (6) Global Hunger Index; (7) World Economic Forum, *Global Gender Gap Report 2021*; (8) World Bank.

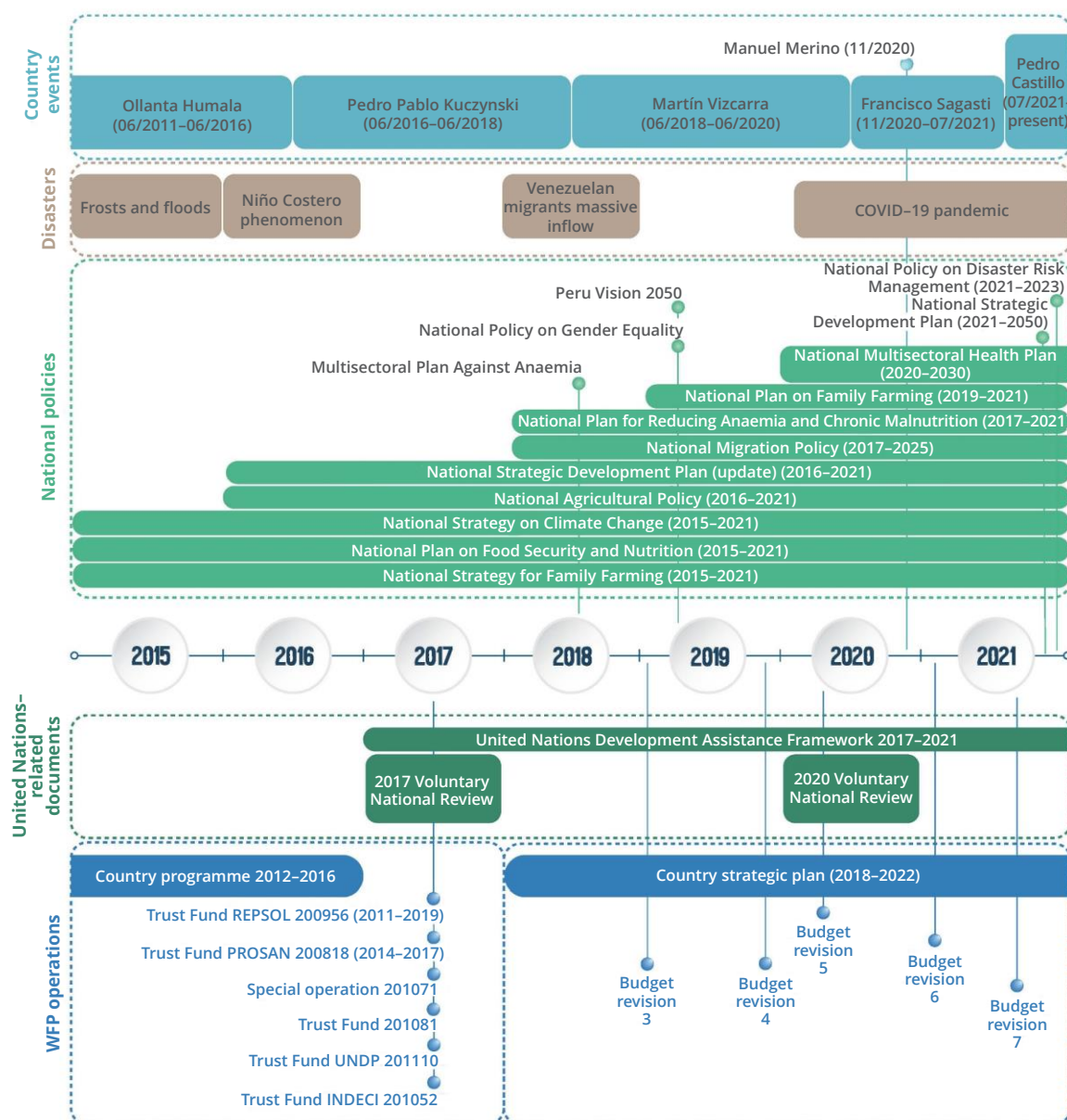
### WFP country strategic plan

7. WFP has been operating in Peru since 1968, gradually shifting from directly providing food assistance to strengthening national and local capacity in the areas of food security and nutrition and emergency preparedness and response. Figure 1 presents a summary of WFP activities in Peru and key events that occurred over the last decade.
8. The CSP for 2018–2022 (as revised), with its six strategic outcomes and six related activities<sup>7</sup> focusing on root causes, resilience building and crisis response, was aimed at contributing to the achievement of Sustainable Development Goals (SDGs) 2 and 17. Intervention

<sup>7</sup> In compliance with the latest WFP service provision circular, a technical revision related to service provision activities was done in August 2021 through the seventh revision of the CSP and its budget, with the creation of strategic outcome 6, aligned with Strategic Result 8. The new strategic outcome replaced strategic outcome 5 for 2021 and 2022 but in 2020 they co-existed and the logistics operation was reported on under strategic outcome 5 in that year.

modalities included technical assistance and policy advocacy, cash-based transfers and service delivery.

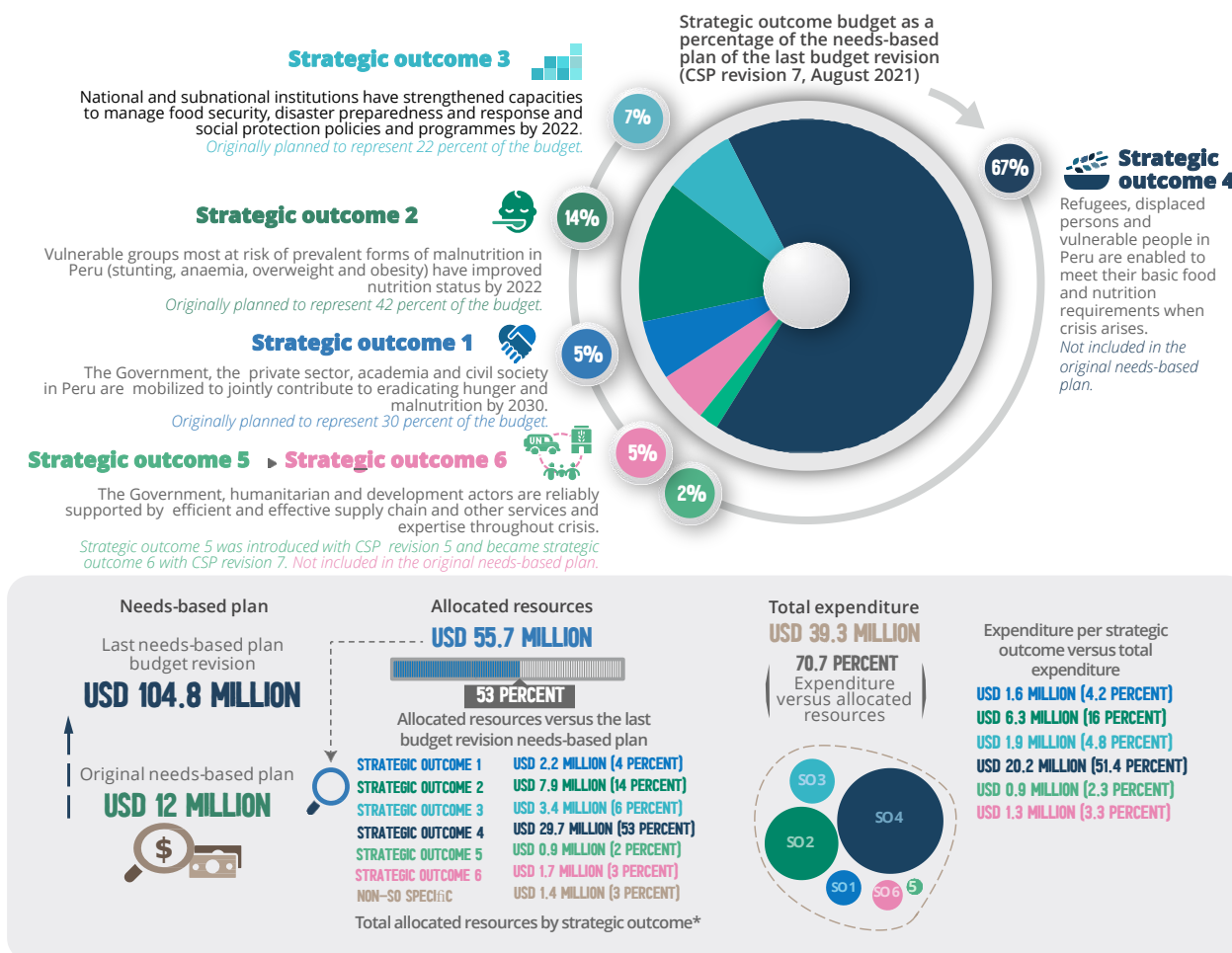
**Figure 1. Country context and overview of the Peru country strategic plan (2018–2022)**



Source: Office of Evaluation based on the report on the evaluation of the Peru country strategic plan (2018–2022).

9. The initial needs-based plan, which amounted to USD 12.03 million in 2018, was subject to multiple revisions to reflect additional contributions and WFP's response to the humanitarian emergency in 2020, and by 2021 amounted to USD 104.8 million. By December 2021, actual funding for the needs-based plan was USD 55.7 million, only 53 percent of the total budget. The main contributions came from the United States of America (50.6 percent) and domestic sources (19.5 percent from the private sector and 7.8 percent from the Government of Peru). Figure 2 illustrates the details of the budget, funding and expenditures.

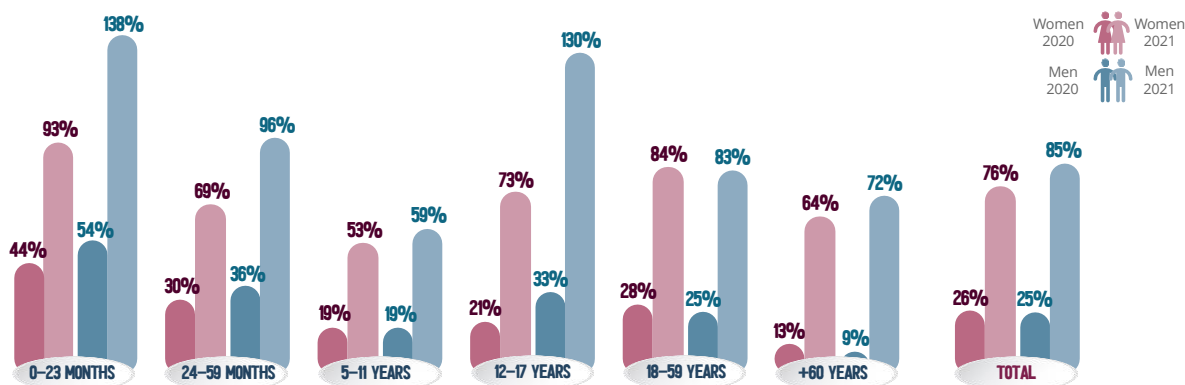
**Figure 2. Peru country strategic plan (2018–2022) strategic outcomes, budget, funding and expenditures to 31 December 2021**



Source: Office of Evaluation, based on the full report on the evaluation of the Peru country strategic plan (2018–2022).

10. WFP assistance in Peru was intended to reach 421,643 direct beneficiaries through cash-based transfers, in particular for Venezuelan migrants, as well as vulnerable host populations. As shown in figure 3, coverage was low in 2020 (26 percent) owing to challenges in setting up cash-based transfer activities not foreseen in the CSP design; it increased significantly in 2021, however, reaching 80 percent of the planned beneficiaries.

**Figure 3. Percentage of cash-based transfer beneficiaries reached in 2020 and 2021, by sex**



Source: Office of Evaluation, based on the *Peru annual country reports for 2020 and 2021*.

## Evaluation findings

### To what extent are WFP's strategic position, role and specific contribution based on country priorities, people's needs and WFP's strengths?

#### *Relevance and alignment*

11. The CSP design was relevant to national priorities within the framework of the 2030 Agenda, particularly in relation to SDGs 2 and 17. Its upstream focus on capacity strengthening was also relevant to the national context.
12. The CSP is aligned with national strategic and programmatic frameworks, including Peru's bicentennial plan, national food security and nutrition plan for 2015–2021 and national plan for disaster risk management for 2014–2021.
13. WFP in Peru was able to rapidly resume direct assistance to vulnerable populations in response to the emergencies related to the influx of Venezuelan migrants in 2020 and the COVID-19 pandemic, despite the fact that such assistance had not been provided for in the design of the CSP.

#### *Addressing the needs of the most vulnerable*

14. The CSP addressed the needs of the most vulnerable groups, prioritizing those suffering from malnutrition and food insecurity owing to natural disasters, migration, disease and impoverishment in the context of the COVID-19 pandemic.
15. Overall targeting was relevant and appropriate, focusing on areas with high prevalence of anaemia (Ventanilla, Sechura and Ancash) and high-risk human settlements. WFP also assisted vulnerable Venezuelan immigrants who lacked access to the national social protection system, as well as vulnerable host populations whose vulnerability was exacerbated by quarantine linked to the pandemic, including individuals and households living with HIV and tuberculosis. Social and behaviour change communication campaigns for nutrition security reached mainly urban areas and the middle class, however, and the most vulnerable groups to a lesser extent, particularly in rural areas.

#### *Strategic position and responsiveness to a dynamic context*

16. WFP in Peru is positioned as a strategic partner for the Government and the private sector in efforts to strengthen national capacity to achieve zero hunger.
17. The CSP offered an innovative and creative model for leveraging the role of WFP in public policy, and the country office demonstrated its ability to refocus its interventions to adapt and respond to evolving humanitarian and development priorities. WFP's comparative advantage in emergency response was largely recognized, particularly in 2020 when it responded promptly to the COVID-19 pandemic, including in co-leading the cash-based interventions sub-working group with the Office of the United Nations High Commissioner for Refugees.

#### *Coherence and alignment with the United Nations cooperation framework*

18. The CSP was coherent and aligned with the United Nations development assistance framework for 2017–2021, in particular in relation to risk management, social protection, child malnutrition, anaemia and the impacts of climate change. Among United Nations entities in Peru, WFP is recognized as a leader in the coordination of humanitarian assistance and as a strategic player with high-level access to the Government.



19. WFP has been actively engaged in the formulation of the United Nations sustainable development cooperation framework for Peru for 2022–2026 and has been instrumental in raising the profile of food security. Coherence in implementation presents challenges, however, owing to significant differences in administrative and programming frameworks and procedures across United Nations entities.

**What are the extent and quality of WFP's contribution to country strategic plan outcomes in Peru?**

***Country strategic plan outcomes***

20. The overall assessment of performance on delivery (table 2) shows that WFP has been largely successful in achieving its targets. However, quantitative measurement of progress in capacity strengthening and policy advocacy is challenging due to issues with the validity of indicators and their regular reporting. Therefore, the assessment of these components is largely based on qualitative analysis.

<b>TABLE 2. TARGET ACHIEVEMENT FOR OUTCOME AND OUTPUT INDICATORS BY STRATEGIC OUTCOME AND YEAR (2018–MID-2021)</b>								
<b>Strategic outcome</b>	<b>Number of output indicators</b>				<b>Number of outcome indicators</b>			
	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>Mid-2021</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>Mid-2021</b>
1. The Government, the private sector, academia and civil society in Peru are mobilized to jointly contribute to eradicating hunger and malnutrition by 2030	2	2	1	1	NA	1	1	NR
			1	NR				
2. Vulnerable groups most at risk of prevalent forms of malnutrition in Peru – stunting, anaemia, overweight and obesity – have improved nutrition status by 2022	3	4	4	3	NA	1	2	2
	NA					NR		
	1	1	1	2				
3. National and subnational institutions have strengthened capacities to manage food security, disaster preparedness and response and social protection policies and programmes by 2022	3	5	3	4	1	1	1	1
	2		2	1	NA	NA	1	NR
4. Refugees, displaced persons and vulnerable people in Peru are enabled to meet their basic food and nutrition requirements when crisis arises	NA		1	2	NA			NR
			2	1				
				NR				



**TABLE 2. TARGET ACHIEVEMENT FOR OUTCOME AND OUTPUT INDICATORS  
BY STRATEGIC OUTCOME AND YEAR (2018–MID-2021)**

Strategic outcome		Number of output indicators				Number of outcome indicators			
		2018	2019	2020	Mid-2021	2018	2019	2020	Mid-2021
5/6. The Government, humanitarian and development actors are reliably supported by efficient and effective supply chain and other services and expertise throughout crisis		NA		2	1	NA		NR	
					NR				
Legend		Achievement rate at 90 percent or above							
		Achievement rate between 50 percent and 89 percent							
		Achievement rate below 50 percent							
	NA	Indicator not available at the time of the reporting							
	NR	Indicator not reported							

Source: Office of Evaluation, based on the full report on the evaluation of the Peru country strategic plan (2018–2022). Output indicators under strategic outcome 4, “A.1: Beneficiaries receiving cash-based transfers” and “A.3: Cash-based transfers”, have been updated to 31 December 2021.

21. Under strategic outcome 1, WFP aimed to support the Government, civil society, the private sector and academia in establishing a national alliance against anaemia and other forms of malnutrition. A zero hunger advisory committee, set up with WFP support, facilitated strategic partnerships with the private sector and contributed to identifying courses of action to promote the achievement of SDG 2. This innovative strategy contributed to getting anaemia and other forms of malnutrition onto the public agenda as an important issue, along with food security and zero hunger, and to strategically positioning WFP as a trusted partner for the Government. Partnership-building with academia is still in the early stages, however.
22. Under strategic outcome 2 WFP sought to contribute to improving the nutrition status of the vulnerable groups most at risk of prevalent forms of malnutrition by strengthening the capacity of national and local government institutions.
23. WFP advocacy and technical assistance based on the evidence generated by the implementation of pilot projects contributed to the design and adoption of a rice fortification law in 2021, which led to the scaling up of distribution to 2.5 million students through the national school feeding programme and to 68,000 people and children through other social protection programmes. Moreover, through the coordination of the national round table for the fight against poverty and the technical assistance provided to the National Accord forum, WFP contributed to the creation of a multi-stakeholder platform for monitoring and analysing the effectiveness of public policies on anaemia and child malnutrition. In 2020, WFP started to expand its technical assistance and awareness creation activities at the local level, promoting healthy school and community kitchens, contributing to the approval of a law on public purchasing of family farming products and providing community health workers with training in the assessment of the nutrition status of pregnant women in the Amazon region.
24. Under strategic outcome 3, WFP aimed to strengthen national and local capacity to manage food security, disaster preparedness and response and social protection programmes. WFP support resulted in enhanced risk management capacity of the national and local

governments. The most significant contributions in this area included technical assistance for the development of the national emergency operations plan and the contingency plan for earthquake and tsunami risks in Lima and Callao and the updating of the national disaster risk management plan and the food insecurity vulnerability map. Similarly, WFP support was instrumental in the gradual expansion of social programmes and the establishment of shock-responsive social protection systems, which during the COVID-19 pandemic allowed the Ministry of Development and Social Inclusion to assist more than 5 million vulnerable households. There is no evidence, however, of contributions to resilience and disaster risk management at the community or individual levels.

25. Under strategic outcome 4, WFP sought to support migrants from the Bolivarian Republic of Venezuela and other vulnerable people in meeting their basic food and nutrition needs during crises. Coverage targets were only partially met in 2020, with 26 percent of the planned beneficiaries reached. This limited coverage is also explained by the need for the country office to reorganize its structure and size, which were more geared towards upstream work. In 2021, after meeting those initial challenges, WFP reached 80 percent of the target population, distributing USD 12,008,918. The transfers were found to be crucial for paying food, health and housing expenses and were complemented by the provision of nutrition information to families to facilitate better decision making about food purchases. WFP also enhanced local institutional capacity in the field of shock-responsive social protection and nutrition and assisted infected persons during quarantine, thus contributing to a reduction in COVID-19 contagion rates in the Ancash region.
26. Under strategic outcomes 5 and 6, WFP aimed to support the Government and humanitarian and development actors with the provision of supply chain and other services and expertise during emergencies. WFP activities enabled the distribution of food and non-food items to the most vulnerable and strengthened the supply chain capacity of national and local government officials. WFP logistics and technical assistance was found to be instrumental in responding to the needs of the population affected by the COVID-19 pandemic.

***Cross-cutting themes: humanitarian principles, accountability to affected populations, protection and environment***

27. WFP implemented its activities in compliance with the humanitarian principles of humanity, impartiality, independence and neutrality. Measures on protection and accountability to affected populations were introduced at the start of cash-based transfer activities in 2020; however, ensuring that beneficiaries receive transfers safely and that their opinions are considered through appropriate complaint and feedback mechanisms requires further attention. Although the Peru country office monitored the use of transfers and beneficiary satisfaction, it did not report on corporate indicators for assessing the safety, dignity or integrity of vulnerable populations, making the identification of adequate preventive and corrective measures difficult. The principle of environmental protection was a feature of various CSP activities through the promotion of good environmental practices but was not explicitly prioritized in the design of the CSP.

***Gender and equity***

28. The mainstreaming of gender equality and the empowerment of women were included in the CSP design and budget<sup>8</sup> but were not fully operationalized for lack of a gender plan to guide decision making. Gender equality indicators were not monitored or reported on. In

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<sup>8</sup> The budget allocated to specific gender activities and gender mainstreaming in the CSP was 29 percent of the total budget, 14 percentage points above the minimum corporate requirement.

addition, pilot project design lacked specific gender analysis and did not account for differentiated gender needs. Opportunities to adopt a gender-transformative approach were missed, as behaviour change messages were almost exclusively directed at women.

### ***Sustainability***

29. WFP generated conditions for sustainability by contributing to an enabling policy and an institutional and regulatory framework for tackling anaemia and other forms of malnutrition and making progress towards zero hunger; however, less attention was paid to ensuring ownership at the community level, including by smallholder farmers' organizations, which may have a negative impact on sustainability.
30. From a financial point of view, national fiscal space and political will are key factors for sustainability, as are continued public-private partnerships.

### ***Humanitarian-development-peace nexus***

31. WFP in Peru navigated the triple nexus by responding to emergencies while addressing long-term capacity strengthening needs; however, the CSP did not articulate a strategy for addressing the triple nexus, nor were CSP activities framed by a comprehensive approach based on complementarity and collaboration with other key stakeholders, including other United Nations entities, non-governmental organizations and donors. That led to missed opportunities to further strengthen synergies in humanitarian, development and peace work.

## **To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?**

### ***Timeliness***

32. WFP demonstrated a strong emergency response capacity, implementing procurement and targeting processes that were optimized over time.

### ***Coverage and targeting***

33. The geographic targeting of interventions was appropriate, focusing on areas with relatively high levels of poverty and vulnerability, including a high prevalence of anaemia and malnutrition, social discrimination and marginalization and natural hazards.
34. Coverage of direct cash-based transfer beneficiaries increased over time and was gender-balanced. As already mentioned, coverage was low in 2020 but increased significantly in 2021 for both men and women (figure 3). Inclusion and exclusion errors were followed up through monitoring whenever detected, and corrective measures were taken in a timely manner.

### ***Cost efficiency***

35. The country office was proactive in implementing cost-efficient strategies. In particular, its investment in strengthening staff capacity in policy advocacy and specialized technical assistance enabled effective engagement with national government institutions and the private sector and resulted in large-scale benefits such as the mobilization of important domestic resources in key priority areas.
36. In relation to the provision of direct assistance, WFP navigated a learning curve, with the per-beneficiary cost of cash-based transfers decreasing from USD 7.70 in 2020 to USD 5.20 in 2021. This can be attributed largely to an increase in the number of beneficiaries and the streamlining of processes and procedures over time.

### ***Alternative cost-effectiveness measures***

37. The CSP strategy was informed by cost-effectiveness analyses of different approaches. As a result of these analyses, the country office developed an innovative intervention strategy focusing on advocacy, communications, the mobilization of domestic resources, capacity strengthening and technical assistance, selecting thematic areas of national priority.

### **What factors explain WFP's performance and the extent to which it has made the strategic shift expected by the country strategic plan?**

#### ***Use of evidence***

38. The CSP design was informed by the national zero hunger strategic review undertaken in 2016, as well as by past evaluations of capacity strengthening and lessons learned in the El Niño Costero response in 2017.
39. WFP generated timely high-quality evidence for both internal and public policy decision making through activities such as the evaluation of the national plan for the reduction and control of maternal and child anaemia and chronic child malnutrition and the study undertaken with the Economic Commission for Latin America and the Caribbean of the social and economic impact of the double burden of malnutrition in Peru. Lessons learned from the systematization of pilot initiatives at the community level also fed into the design of public policies for fighting anaemia.
40. Those inputs were valued and used by public institutions and civil society, United Nations entities and private sector actors, which was an acknowledgement of the technical knowledge and comparative advantage of the country office. While internal learning loops exist, further progress on making them an integral part of monitoring and evaluation processes is needed in order to optimize and systematize the use of available evidence.

#### ***Predictability, adequacy and flexibility of resources***

41. The country office managed to increase resource mobilization over time. The initial budget grew 8.7 times through the last CSP revision, in August 2021, bringing the needs-based plan to USD 104.8 million. Overall, 53 percent of the cumulative needs-based plan was financed by December 2021, with most resources earmarked at the activity level, thus limiting flexibility.
42. By building public-private partnerships WFP put in place new resource mobilization initiatives. The ability of the country office to raise funds from the private sector and to timely obtain resources to meet needs in the context of COVID-19 was remarkable.
43. In 2018 and 2019, 65 percent of available resources were allocated to tackling food insecurity and malnutrition. The situation reversed in 2020, however, with humanitarian assistance (strategic outcome 4) receiving 61 percent of total allocated resources. This radical change triggered an internal debate about a possible country office identity crisis due to disproportionality among strategic outcomes, which in turn generated reflections on the potential for the country office to expand and contract its direct delivery capacity in a timely manner as the context evolves.

#### ***Strategic partnerships***

44. The focus of the CSP on partnerships fostered collaboration with a wide range of development actors, including national and local governments, the media, the private sector, other United Nations entities, cooperating partners, donors, civil society and academia. WFP promoted participation and consensus through several strategic forums; however, the absence of strategic participation by private sector actors other than as donors

and members of the zero hunger advisory committee was a missed opportunity for WFP to further position itself as a key interlocutor and to lead strategies for contributing to the achievement of SDG 2. Similarly, as mentioned, the evaluation revealed that more proactive engagement with other United Nations entities was needed to strengthen synergies across the triple nexus.

### ***Flexibility in dynamic operational contexts***

45. The CSP demonstrated flexibility and timely adjustment to changing circumstances. The evidence and lessons generated informed country office decision making processes, enabling WFP to respond to evolving needs and priorities in a timely manner.
46. While the synergy and coordination across strategic outcomes improved in the last year, the current situation offers opportunities for a more coherent approach to cross-cutting themes, in particular resilience and livelihood initiatives.

### ***Human resources and internal capacity***

47. To ensure adequate capacity to implement an innovative CSP, the country office undertook an initial review of staffing to align its capacity with the enabling role that it intended to play. Logistics and operations related to direct assistance were minimized, and staff with experience in policy advocacy, capacity building, technical assistance, social and behaviour change communication, South-South cooperation, fundraising and partnership with the private sector were hired. In 2020 the country office was further reconfigured, doubling its size and strengthening key areas required for emergency response. This significant and rapid increase generated a certain lack of coordination, however, as well as challenges for institutional memory and knowledge management.

## **Conclusions**

### **Overview**

48. The CSP multi-stakeholder and interdisciplinary approach combining nutrition, food security and disaster risk reduction and response proved to be highly relevant to the Peruvian context and to national priorities in the effort to achieve the 2030 Agenda. The country office largely achieved the expected results for the programme cycle and was able to respond to unforeseen humanitarian crises effectively and in a timely manner. Strategic partnerships with a range of private and public actors were instrumental in the successful implementation of the CSP; however, the evaluation also revealed that further strengthening of external coordination is needed to develop and implement a comprehensive strategy for tackling the various dimensions of the humanitarian-development-peace nexus.

### **Strategic positioning**

49. The country office implemented an innovative and creative strategy for facilitating public-private partnerships and designed a model for leveraging its role as an evidence-based policy advocate and a strategic partner for institutional capacity strengthening and technical assistance. The COVID-19 pandemic and the influx of migrants led WFP to redirect its strategic focus towards implementing and scaling up direct humanitarian assistance. In the post-COVID-19 recovery and in the light of new government priorities to further reduce poverty and close inequality gaps, WFP will face the challenge of further adapting to an evolving situation and ensuring its continued relevance and strategic positioning in the country.

### **Effectiveness and sustainability**

50. The CSP resulted in good progress across all outcome areas. It contributed to improving public policy design and management in the areas of nutrition, social protection and risk management, with good prospects for the sustainability of the results achieved. It also made important contributions to fighting hunger through direct assistance during emergencies. Some of the CSP design assumptions on how to facilitate access to information on adequate healthy eating habits did not hold true for populations in more remote rural areas, however, because television communication campaigns primarily reached urban areas. Progress on cross-cutting issues, including protection, accountability to affected populations and the environment, is somewhat mixed. The country office faced a learning curve when resuming and scaling up the provision of direct assistance, with implications for protection and accountability to affected populations. Although objectives for the mainstreaming of gender equality and the empowerment of women were included in the CSP design and budget, they were not sufficiently operationalized, and WFP missed the opportunity to adopt a gender-transformative approach.

### **Approach to the triple nexus**

51. WFP tackled the root causes of poverty traps by focusing on preventing malnutrition and promoting shock-responsive social protection systems and by coordinating its humanitarian response with the other United Nations entities operating in Peru; however, the approach to the triple nexus was not framed by a comprehensive and strategic approach based on more systematic complementarity and coherence with other key stakeholders in all areas of intervention, including with other United Nations entities, non-governmental organizations, the private sector, civil society and academia. In addition, the current context offers opportunities for further integration and a more coherent approach to cross-cutting themes, in particular in respect of resilience and livelihood initiatives.

### **Flexibility and responsiveness**

52. WFP demonstrated agility and responsiveness in the implementation of the CSP. The country office structure and the CSP strategic focus were flexibly adapted to emerging needs and priorities, allowing windows of opportunity to be optimized. Despite the changes in government, WFP managed to maintain an effective partnership with national institutions and to promote laws in less time than expected, while also adapting its capacity strengthening and technical assistance plans to the evolving situation.

### **Timeliness and cost-effectiveness**

53. Considering the political and institutional changes and the challenges posed by the COVID-19 emergency, activities were generally timely. WFP improved its efficiency over time, as evidenced by the progressive reduction of cash transfers costs. Similarly, its approach to investing in human capital proved cost-efficient as it allowed the country office to engage in high-level dialogue with public and private institutions, which contributed to an enabling policy, regulatory and financing environment for the achievement of SDG 2.

### **Pending challenges**

54. The systematic generation and use of credible evidence and knowledge products by the country office supported internal and external decision making during CSP implementation. There is scope for making such products an integral part of monitoring and evaluation processes in order to support institutional memory and corporate knowledge management.

55. While the technical and political capacity of the country office staff clearly stands out as a critical factor for success, there is room for further strengthening technical expertise in the design and implementation of cross-cutting initiatives, particularly in terms of gender equality.
56. In view of the significant growth of country office funding and staffing that resulted from the need to respond to unforeseen emergencies, there is now scope to rethink the structure and identity of the country office to rebalance its enabling and delivering role and build on its expertise in capacity strengthening, technical advice and policy advocacy while maintaining its ability to engage in humanitarian action when needed.

## **Recommendations**

57. The findings and conclusions of the evaluation highlight many positive changes brought about by the CSP as well as opportunities to shape the future strategic and operational direction of the next CSP for Peru. The evaluation makes three strategic and two operational recommendations to be considered in the development of the next CSP. Implementation of some of the subrecommendations is envisaged for the course of 2022, while progress for most of them is foreseen during the 2023–2027 implementation cycle.



#	Recommendation	Level/nature	Responsibility	Priority	Action deadline
<b>1</b>	<b>Strengthen areas of action that have proven to have the greatest impact on policies and the greatest potential to contribute to the achievement of Sustainable Development Goal 2 and undertake initial activities under the new country strategic plan to maximize support for the triple nexus between humanitarian action, development assistance and peacebuilding and to strengthen livelihoods and resilience.</b>	Strategic			
1.1	Continue technical assistance and advocacy activities for the vertical and horizontal expansion of the shock-responsive social protection programme, <sup>a</sup> taking advantage of the favourable juncture generated by the response to the pandemic.		Country office management	High	November 2022
1.2	Continue and strengthen advocacy to promote the effective implementation of multisectoral national policies that address nutrition problems, including through collaboration with subnational actors responsible for implementation such as the National Assembly of Regional Governments and the Association of Municipalities.		Country office management	High	Incorporation into the design of the new country strategic plan
1.3.	Explore approaches and potential sources of funding to avoid being limited to risk management and to incorporate and promote resilience, with an emphasis on climate change and community strengthening.		Country office management	Medium	Incorporation into the design of the new country strategic plan
1.4	Foster links between emergency measures and long-term solutions for the promotion of livelihoods through the establishment of alliances with other actors in order to strengthen the humanitarian–development–peace nexus.		Country office management	Medium	Incorporation into the design of the new country strategic plan
<b>2</b>	<b>Maintain and strengthen the wide range of partnerships established under the current country strategic plan to continue the fight against malnutrition in all its forms in line with the priorities established for the next country strategic plan.</b>	Strategic			
2.1	Support positioning strategies with the various levels of the Government and advocate the inclusion of policies to combat malnutrition in the agendas of regional and municipal authorities, with a view to promoting the implementation of national policies.		Country office management	High	November 2022
2.2	Build on the work already done by expanding private sector support to position WFP as a key partner for the zero hunger agenda, directing strategies for combating malnutrition and anaemia and promoting the adoption of healthy habits and access to nutritious food.		Country office management	Medium	September 2022

#	Recommendation	Level/nature	Responsibility	Priority	Action deadline
2.3	Continue to strengthen partnerships with other United Nations entities, especially within the framework of the zero hunger agenda and humanitarian action, to enhance synergies that support the triple nexus and more comprehensive interventions in line with the United Nations sustainable development cooperation framework.		Country office management and regional bureau	High	Incorporation into the design of the new country strategic plan
2.4	Consolidate existing links with civil society organizations and academia from a strategic perspective and expand them to include grassroots, consumer and territorial organizations, as appropriate, in line with the priorities of the new country strategic plan (for example, in the context of local procurement from small-scale producers).		Country office management	Medium	Incorporation into the design of the new country strategic plan
<b>3</b>	<b>Ensure alignment with WFP's revised policies on gender,<sup>b</sup> protection and accountability</b>	Strategic			
3.1	Ensure alignment with the gender policy in the design, implementation and evaluation of activities and projects and in the content of technical assistance by allocating and distributing resources for the development of gender analyses and similar tools.		Country office management, with regional bureau support	High	Incorporation into the design of the new country strategic plan
3.2	Have the specialized support required to help country office staff achieve the objectives of and carry out the activities in the gender policy, including monitoring and reporting, and to develop staff capacity building plans, with an emphasis on the field offices.		Country office management	High	June 2022
3.3	Promote an approach to the design and implementation of national policies to combat anaemia and malnutrition that can transform gender relations through the assistance provided, based on thorough assessment. Seek complementarities with other United Nations entities in the sphere of gender equality and contribute to the achievement of gender equality in civil society, the private sector and academia.		Country office management	High	Incorporation into the design of the new country strategic plan

#	Recommendation	Level/nature	Responsibility	Priority	Action deadline
<b>4</b>	<b>Continue efforts to enhance the usefulness of output and outcome indicators as tools for accountability and the monitoring of country strategic plan implementation and continue the systematization and dissemination of the experience gained by the WFP country office in Peru.</b>	Operational			
4.1	Further the dialogue with the regional bureau and headquarters so that the output and outcome indicators used by the country office, particularly for advocacy, technical assistance and capacity strengthening, effectively reflect the progress made in relation to processes and results.		Country office monitoring and evaluation unit, with support from the regional bureau and headquarters (Corporate Planning and Performance Division)	High	Incorporation into the design of the new country strategic plan
4.2	Resume the process of systematizing the experience gained by the country office through the implementation of the country strategic plan with a view to generating institutional memory and contributing to the learning process.		Country office management and monitoring and evaluation unit	Medium	December 2022
<b>5</b>	<b>Enhance internal synergies between the strategic outcomes.</b>	Operational			
5.1	When designing the new country strategic plan, strengthen the confluence between the strategic outcomes by increasing their multi-purpose impact. The resulting collaborations would benefit from having workplans, products, monitoring indicators, communication and visibility strategies and managers dedicated specifically to them.		Country office management	High	Incorporation into the design of the new country strategic plan

<sup>a</sup> "Vertical" expansion refers to the extension of the duration of assistance given to existing beneficiaries, while "horizontal" expansion relates to the inclusion of new beneficiaries or communities. See United Nations Children's Fund. 2019. [Programmatic Guidance: Strengthening Shock Responsive Social Protection Systems](#).

<sup>b</sup> "WFP gender policy 2022" (WFP/EB.1/2022/4-B/Rev.1).

**Acronyms**

COVID-19	coronavirus disease 2019
CSP	country strategic plan
SDG	Sustainable Development Goal