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# DREF preliminary final report

## Peru: Extreme temperature-snowfall

 International Federation  
of Red Cross and Red Crescent Societies

**DREF operation n° MDRPE007**  
**GLIDE n° CW-2013-000110-PER**  
**21 August 2014**

The International Federation of Red Cross and Red Crescent (IFRC) Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of National Societies to respond to disasters.

**Summary:** On 12 September 2013, 294,967 Swiss francs were allocated from the IFRC's Disaster Relief Emergency Fund (DREF) to support the Peruvian Red Cross (PRC) in delivering assistance to 5,000 beneficiaries.

On 24 August 2013, Peru was affected by extreme low temperatures, snowfall, hailstorms and heavy rains, the heaviest in the last 10 years. The Peruvian Red Cross (PRC), acting as an auxiliary to the public authorities, developed a plan of action to assist the affected families in their main livelihoods such as: livestock feed, veterinary kits, protective equipment, cash transfer and training for the protection of alpacas. Through this DREF supported operation, the following was achieved:



**A Peruvian Red Cross volunteer doing a monitoring visiting of one of the 1,015 alpaca farmers benefitted during this emergency operation. Source: PRC**

- The livelihoods for 1,015 families were restored in 16 communities through the distribution of 1,015 veterinary kits and personal protection equipment (PPE), as well as 5,075 bales of hay as food for livestock,
- The economy of 951 families was maintained by implementing a Cash Transfer Programme (CTP) through the delivery of 280.00 soles (100 US dollars) per family.
- At least 97,621 head of livestock were protected; they are the main source of income for shepherds in the region.
- The abilities and knowledge on livestock protection of 944 shepherds in the region were strengthened.
- To implement cash transfer programs in the PRC as a mechanism for disasters response.
- New technologies were used as tools for disaster response including the Open Data Kit (ODK) and MEGA V (a relief distribution software).
- For the implementation of the distribution tool MEGA V, the IFRC supported the National Society with the mobilization of a RIT member from the Bolivian Red Cross.

The IFRC, on behalf of the National Society, would like to extend thanks to the Belgian Red Cross and government, the Canadian Red Cross and government and to the European Commission Humanitarian Aid and Civil Protection (ECHO) for their kind contribution to the replenishment of the DREF. The major donors and partners of the DREF include the Australian, American and Belgian governments, the Austrian

Red Cross, the Canadian Red Cross and government, the Danish Red Cross and government, the Irish and the Italian governments, the Japanese Red Cross Society, the Luxembourg government, the Monaco Red Cross and government, the Netherlands Red Cross and government, the Norwegian Red Cross and government, the Spanish government, the Swedish Red Cross and government, the United Kingdom Department for International Development (DFID), the Medtronic and Zurich foundations, and other corporate and private donors.

## The situation

On 29 and 30 August 2013, the Peruvian government declared a state of emergency in 106 districts of 23 provinces in the regions of Puno, Cusco, Ayacucho, and Apurímac as a result of the cold wave. It was the strongest event of this type recorded in the last 10 years. As a result, more than 56,000 heads of cattle were lost, severely affecting the livelihoods of small farmers, some of which lost as much as 40 to 50 per cent of their herds.

The Peruvian Red Cross (PRC) requested the support of the International Federation of Red Cross and Red Crescent Societies (IFRC) to carry out activities aimed at the protection of livelihoods for 1,000 families in the region of Puno. This was a complement to the health actions carried out with the support of the German Red Cross and ECHO, through which mobile clinics were deployed and hygiene kits and blankets were distributed.

During the implementation of the operation, constant low temperatures were recorded in much of the high-Andean Plateau of Puno region, which is above 3,800 meters. This situation significantly affected the lives and health of people as well as their main livelihoods (livestock and agriculture). According to the quarterly report of the National Service of Meteorology and Hydrology of Peru (SENAMHI), for the period between July to September 2013, the minimum temperatures were estimated below the normal average for the high Andean Plateau in the regions of: Arequipa, Cusco, Puno, Apurímac, Ayacucho, Huancavelica and Cajamarca.

At the end of November and early December 2013, new heavy snowfalls affected the region of Puno, which became a challenge at the end of the operation. Consequently, the Peruvian Red Cross requested an extension for the operation execution, in order to conduct an evaluation process for the cash transfer implementation. As a result of this evaluating process (30 per cent of the beneficiaries were assessed) it was observed that the complementary activities of the distribution of items, training and cash transfer, allowed recipients to develop livelihood resilience.

## Red Cross and Red Crescent action

This operation was based on a three level approach: the provision of cash to maintain the economy of the affected families and avoid negative strategies of selling of the resources; the distribution of animal fodder and veterinary kits and the knowledge transfer of techniques for animal protection. In order to aim at a more sustainable approach, an institutional collaboration agreement was drafted and signed between the Province of Carabaya - Macusani and the Peruvian Red Cross for a period of two years. It was agreed to provide continuous assistance and follow up to benefit the most vulnerable population in the province of Carabaya in Puno region.

The Peruvian Red Cross (PRC) completed the distribution of veterinary kits, livestock feed, protective equipment to 1,015 families, while also providing an unconditional cash transfer to 951 families in the province Carabaya in Puno region. This was accompanied with training activities in animal protection to improve the knowledge and skills of at least 944 shepherds, who have taken initiatives to face similar situations better in the future.

The Peruvian Red Cross hired a local coordinator for this DREF operation. He was responsible for the identification of beneficiaries, distribution of humanitarian aid and implementation of activities referred in the DREF operation. All activities were in coordination with the PRC headquarters and a Regional Intervention Team (RIT) member was deployed to support the field operation for two and half months. The RIT member from the Bolivian Red Cross spoke Quechua, the language of the indigenous population of the area and is a livelihoods specialist.

## Achievements against outcomes

Food security and livelihoods			
Outcome: 1,000 families in five districts of the Carabaya Province in Puno region are able to survive the cold wave and protect their livelihoods.	Outputs		% of achievement
	1,000 families in five districts in Carabaya Province have access to food for one month or cash (vouchers or unconditional cash transfer) to minimize the application of irreversible or negative coping strategies in communities.		95%
	1,000 families in five districts in Carabaya Province have supplies and knowledge to protect their livestock through access to veterinarian kits, technical assistance, personal protection equipment and food for animals.		101.5
Activities	Is implementation on time?		% progress
	Yes	No	
Conduct a feasibility study and market analysis to implement a cash transfer/voucher system.	X		100
Identification of local and national suppliers.	X		100
Develop a distribution plan for food or cash voucher/transfers.	X		100
Food distribution or cash voucher/transfer method is in line with the analysis identified.	X		100
Develop and implement a monitoring plan and measure beneficiary satisfaction.	X		100
Carry out a final evaluation and create a graphical memory about the project implementation.	X		100
Organize a cash transfer workshop for the Peruvian Red Cross volunteers.	X		100
Organize two Mega V application workshops.	X		100
Develop beneficiary selection criteria for livestock protection kits and activities.	X		100
Identification and registration of beneficiaries using ODK and Mega V systems.	X		100
Hiring two technicians to advise the affected livestock farmers.	X		100
Signing a mutual collaboration agreement with the Municipality of Carabaya.	X		100
Carry out 10 community workshops (two per community) on technical livestock protection and the use of the veterinary kit.	X		100
Listing purchase and transportation of relief supplies (food, protection equipment and veterinary kits for livestock).	X		100
Distribution of personal protection equipment.	X		100
Visits for follow-up and technical advice.	X		100
Deployment of one RIT experienced in livelihoods.	X		100
Two visits per community made by the project technical team together with volunteers from the Peruvian Red Cross, as part of training in the protection of livestock.	X		100

**Output 1- 1,000 families in five districts of Carabaya have access to food for one month or cash (vouchers or unconditional cash transfer) to minimize the application of irreversible or negative coping strategies in communities.**

During this operation, the Peruvian Red Cross reached 951 families with cash transfers to be used in the purchase of food and other needed household items and avoid the use of negative coping strategies. 106 transactions were done in cash while 845 were through bank transfers. A remainder of 49 bank transfers (13,720 Soles) will be returned to the DREF as it had been planned to reach 1,000 families.

A specialist from the American Red Cross went to the intervention zone in Carabaya in Puno region, to support in defining the best strategy of response between distribution of food and a cash transfer system. His reported stated there is a need to establish cash transfer system and worked with the PRC for its implementation through a financial institution. The identification of local and national suppliers was conducted and their names were sent to the Peruvian Red Cross head office. The terms of reference (ToR) were prepared in order to receive service proposals, and subsequent acquisition of items requested for the DREF operation. The Banco de la Nación (National Bank), in the province of Carabaya – Macusani was the selected option.

The families were assessed and registered by using the Open Data Kit (ODK), which also facilitated the sharing of information. The Peruvian Red Cross reached families from 37 communities in five districts of Carabaya, Puno region: Macusani, Ituata, Ayapata, Ollachea and Coasa.

The criteria used in the selection of beneficiaries are as follows:

- Small alpaca farmers
- Residence in rural or isolated areas
- High level of vulnerability
- Lack of assistance by other actors

The National Society used radio announcements to inform the affected people of the ongoing activities and to notify to attend to strategic concentration points, giving priority according to the selection standards, like shepherds or people living in the countryside. With the identification of the beneficiaries, a distribution plan and schedule for the delivery of humanitarian aid was prepared. The distribution schedule was communicated through the highest rated media broadcasting stations in this region.

The cash transfer distribution of 280.00 soles (100 US dollars) was done on the third week of November 2013 in the facilities of Banco de la Nación. The use of ODK served to efficiently prepare the massive-transfer formats required by the bank. The process of collecting money was done through the beneficiaries' identity presentation.

In order to ensure the quality of the cash transfer programme, a Cash Transfer Program workshop was held in Lima with the participation of the PRC volunteers, beneficiaries and government representatives. The participants included volunteers from Pisco, Maynas, Coronel Portillo, Caráz, Piura, Chincha and Trujillo branches, as well as representatives of the ICRC (International Committee of the Red Cross), the American Red Cross, the IFRC, INDECI (National Institute of Civil Defense) and the Peruvian Agency for International Cooperation.

***Output 2- 1,000 families in five districts of Carabaya have supplies and knowledge to protect their livestock through access to veterinarian kits, technical assistance, personal protection equipment and food for animals.***

The Peruvian Red Cross also procured veterinarian kits (with antibiotics and vitamins), oat bundles and protection equipment to complement the cash distribution. By the end of the operation, 1,015 families were assisted in the restoration of their livelihoods and 97,621 heads of livestock were protected.

Two experts were hired to develop workshops on livestock protection and on the use of veterinary kits for the affected shepherds. These experts developed a lesson plan for each training in the different identified communities, in addition to practices (routes of administration, use of thermometer and restraining of animals) and monitoring visits to communities.

There were a total of 32 community workshops in 16 different sectors of the communities identified in the 5 districts of Carabaya Province. According to the lesson plan and the scheduled days, each class was of three hours. The classes were imparted in the morning and in the afternoon, depending on the population needs. In spite of the unexpected geographical and climatic conditions in the area, 93 per cent of the beneficiaries were trained. At the end of each training, respective reports were prepared.

PARTICIPATION OF BENEFICIARIES IN WORKSHOPS ON PROTECTION AND VETERINARY KITS		
TRAINED PEOPLE	MEN	WOMEN
944	469	475

The trainings were followed up by monitoring visits to give advice and answer doubts regarding breeding and management of the animals. The technicians provided assistance in improving the raising of alpacas and on the veterinary treatment delivered, which was reinforced after the distribution of veterinary kits and bales of oats. There were two visits per community.

Most importantly, the National Society was successful at signing a two-year working agreement with the Carabaya Municipality. This allowed following up with the families at the end of the emergency operation, increasing the sustainability of results.

In addition to the CTP training, the National Society also held a workshop on the use of Mega V used in the distribution of these items, as well as a workshop on the protection of livestock and veterinary use of the kit. The participants were branch volunteers of the subsidiaries of the Puno region and representatives of INDECI.

The complete list of communities benefited by this operation can be found in the annex of this report.

Communications			
Outcome: The National Society activities in response to the emergency are covered.	Outputs		% of achievement
	During the three months of the operation the National Society produces material for communication for internal and external partners.		60
Activities	Is implementation on time?		% progress
	Yes	No	
Contract a journalist for writing case studies and web stories, and carry out interviews with beneficiaries.	X		100
Contract personnel to shoot videos and take high-quality photographs.	X		100

A communications specialist was hired to create a video of the operation as well as to provide high-quality pictures. As a result, the National Society produced a written material of the operation, a short magazine called *“Aid to vulnerable population in the Puno Region”* to access please click [HERE](#) and in Spanish called *“El Invierno Peruano mas frío de la Decada”* click [HERE](#). In addition, a video was edited and posted in Spanish, in the Youtube webpage of the Peruvian Red Cross, to view please click [HERE](#).

### Achievements, challenges and lessons learnt

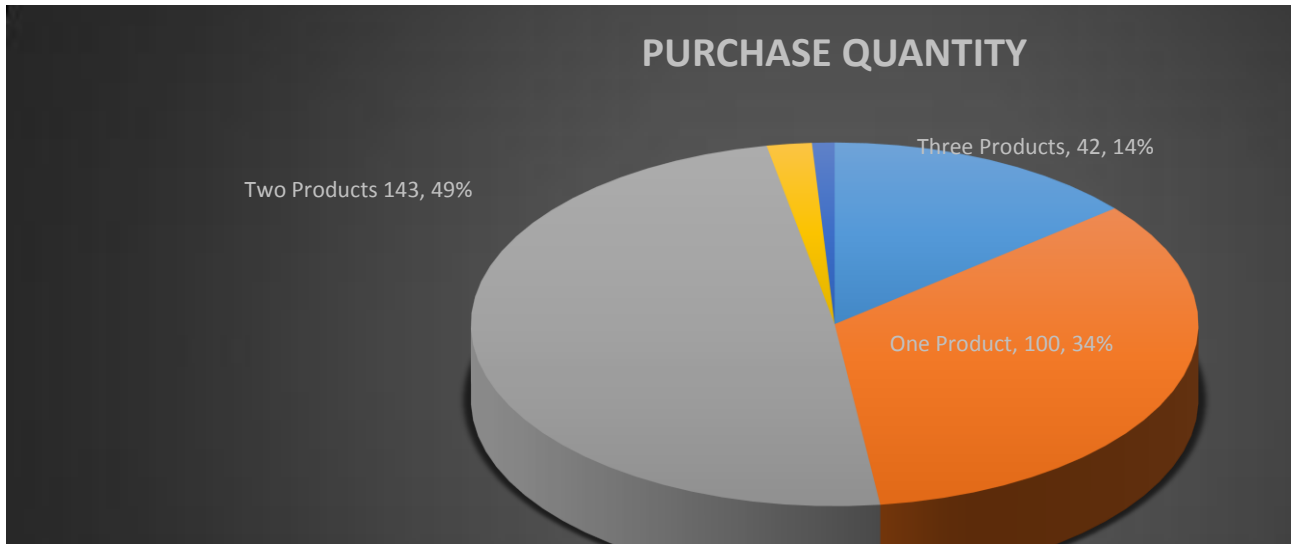
A monitoring and evaluation plan to assess beneficiaries satisfaction was developed to observe and measure the perception generated after the implementation of the DREF operation, reflecting improvements in the breeding and management of alpacas, enhancement on grass-planting and proper use of the veterinarian kit and the protection equipment. Information on whether the assistance was adequate and timely was also collected. Results were taken from 30 per cent of the total number of beneficiaries (294 beneficiaries interviewed).

In terms of the applicability of the workshops, the treatment from volunteers, the Red Cross promoters and the types of articles delivered; there was a positive approval of a 99 percent. This was due to the fact that the relief articles were identified alongside the beneficiaries during the assessments and that volunteers and

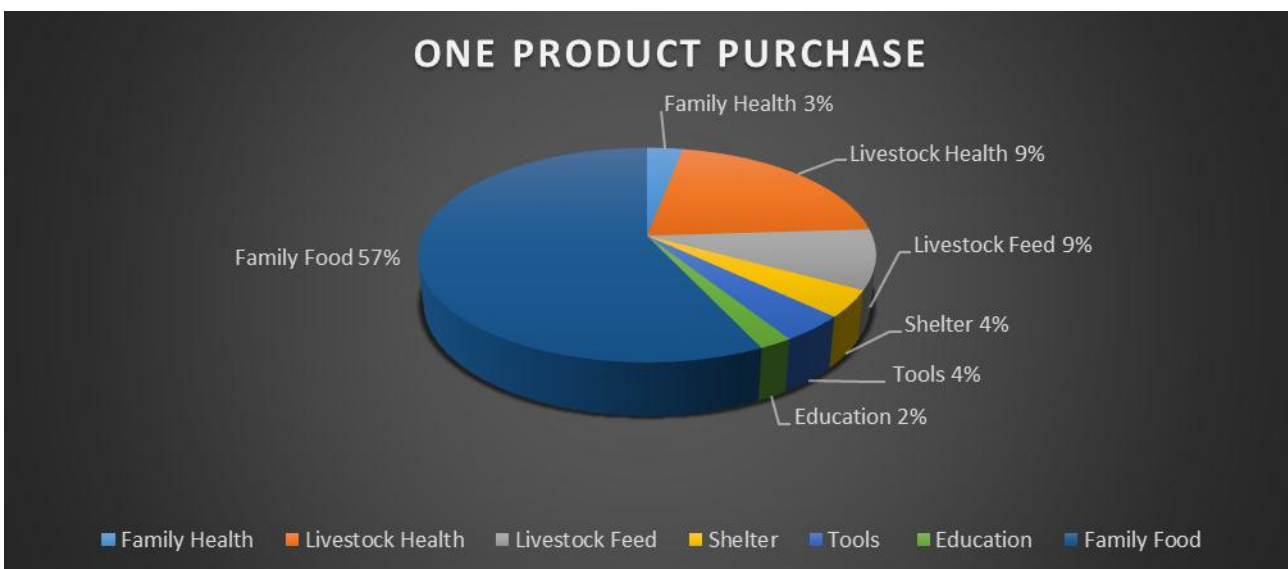
promoters came mostly from the same region and knew the local language, allowing a more trusting communication.

On the other hand, 20 per cent of the beneficiaries believed that the assistance provided by the Red Cross should have been delivered immediately following the emergency during the most critical moments. However, given the persistence of the adverse conditions in the region during the next quarter, the assistance provided by the DREF operation favoured to mitigate a larger quantity of losses in the livestock sector.

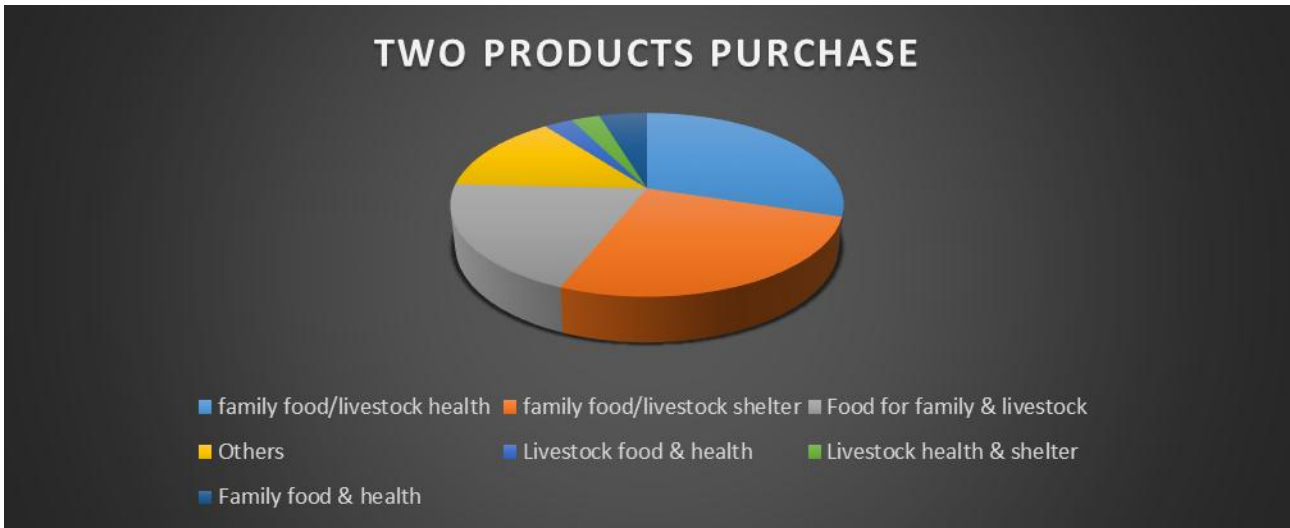
In the CTP evaluation, 34% of the sample was given priority to the use of cash to a single action, 49% had not yet made use of the cash transferred. With this we can see that the priorities in the use of cash transfer are very diverse and each one of them in reference to the needs set by each family.



Among families who spent the cash transfer for a single product, predominately food for family (57%), use for livestock health (21%), livestock feed (9%), shelter for young livestock (4%), and other uses (9%). It can be seen that the prevalence of the use of cash transfer refers to buy food for the family and protection for livestock through medicines and vitamins including food for them.



Families who spent the cash in a variation of two products (49% of the sample) we observe that food purchases for family and livestock health (32%), food for the family and shelter for livestock (28%), food for the family and livestock (21%).



From the surveys and field visits it was observed that families spent part of the transferred money for the purchase of oat seeds, with the objective of planting and to use as livestock feed in emergency situations.

The impact of this operation is that the breeding of alpacas was improved and it set the basis for the prevention of similar crises in the future. After training and on their own initiative, some producers (at least 9.8% or 22 beneficiaries) chose to buy with the cash, hay seeds and oats to grow in order to have a supply of food for their animals in the future.

Despite the geographic and climatic conditions, which in some cases made it difficult for the training assistance, visits and monitoring, the beneficiaries always showed interest in the training sessions. Even some training sessions were rescheduled at their request.

As a lesson learned, we consider that for future operations in these contexts, it is necessary to have more staff fluent in Quechua language. In addition, standards for beneficiary selection were well defined, this way shepherds were better involved.

## Contact information

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## DREF history:

- This DREF was initially allocated on 12 September 2013 for CHF 264.319 for 3 months to assist 5,000 beneficiaries.
  - One DREF operation update issued on 20 December.
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## How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGO's\) in Disaster Relief](#) and the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
  2. Enable healthy and safe living.
  3. Promote social inclusion and a culture of non-violence and peace.
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## Annexes:

BENEFICIARIES PER COMMUNITY			
DISTRICT	COMMUNITIES	N° BENEFIC.	
MACUSANI	Accora	48	
	Chillimita	61	
	Chullutacusa	24	
	Cintilla	32	
	Hanccoyo	7	
	Huasara	58	
	Lacca	104	
	Pacuyo	53	
	Pairo	6	
	Querari	34	
	Samilia	56	
	Soqlla	55	
		<b>SUBTOTAL</b>	<b>538</b>
ITUATA	Tayaccucho	98	
		<b>SUBTOTAL</b>	<b>98</b>
AYAPATA	Escalera	93	
		<b>SUBTOTAL</b>	<b>93</b>
OLLACHEA	Quicho	271	
		<b>SUBTOTAL</b>	<b>271</b>
COASA	Huarachani	15	
		<b>SUBTOTAL</b>	<b>15</b>
		<b>TOTAL</b>	<b>1015</b>