

DREF operation final report



International Federation
of Red Cross and Red Crescent Societies

PERU: COLD WAVE

DREF operation n° MDRPE002
GLIDE no. CW-2007-000090-PER
05 June, 2008

The International Federation's 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: CHF 18,000 (USD 17,143 or EUR 10,909) was allocated from the Federation's Disaster Relief Emergency Fund (DREF) on 29 June 2007 to cover the costs of initial assessment missions. An additional CHF 170,000 (USD 161,904 or EUR 103,030) was allocated on 17 July 2007 to support the resulting plan of action.

This operation was implemented over 3 months, and was completed by 29 September 2007. Unearmarked funds to repay DREF are encouraged.

During the month of June, 2007, the Peruvian government declared a state of emergency due to extreme cold weather affecting departments across the country. There were 5,725 cases of pneumonia reported in children less than five years in 10 affected departments. This DREF allocation ensured that 1,636 families (6,570 people) received basic relief items providing them with life-saving support.



Communities facing severe cold temperatures received essential relief items. Source: International Federation.

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The situation

During the winter months of 2007 in Peru, extreme cold temperatures were registered as departments across the country were seriously hit by a cold wave. Communities living 3,800 metres above sea level were worst affected experiencing freezing temperatures, reaching as low as -25 °C.

All affected areas are characterized by high levels of poverty and high levels of vulnerability, as communities live in isolated rural areas with limited access to basic services. Thousands of people, mainly rural farming families were affected by the freezing temperatures. Hectares of crops were also lost, the source of families' incomes and livelihoods. Children under the age of five were particularly vulnerable to the low temperatures;

5,725 of cases of pneumonia amongst children were reported and 97 children's lives were lost to the disease.

The National Meteorological and Hydrological Service of Peru (Servicio Nacional de Meteorología e Hidrología del Perú – SENAMHI) issued a warning on the severe low temperatures. In June, the government declared the entire country in a state of emergency for 60 days due to the freezing temperatures to facilitate assistance to those people affected. The departments most affected were Ayacucho, Apurímac, Arequipa, Cusco, Junín, Huancavelica, Moquegua, Pasco, Puno and Tacna placing at risk at least 711,172 people.

Peruvian government ministries, such as Civil Defence (INDECI), the Ministry of Agriculture, the Ministry of Education, and the Ministry of Women and Social Development, responded with assistance to affected people and distributed a total 124,247 blankets and 221,870kg of warm clothing to 470,711 people. Humanitarian organisations also responded to the emergency including Oxfam International and the Adventist Development and Relief Agency by collecting donations such as clothing, food, and drinking water amongst other activities.

Red Cross and Red Crescent action

The Peruvian Red Cross (PRC) prepared a Plan of Action to respond to the emergency. The objectives were to supply the worst affected families with blankets, sleeping bags, clothing, jerry cans and waterproof boots (covered within this DREF). Donations were also made by a private company and by the general public. The areas reached by the plan included Ayacucho, Cusco and Puno. The criteria used in the identification of areas to assist were the following: communities living above 3,600 metres above sea level, communities with low development indicators, communities which had not received humanitarian assistance.

A total of 40 PRC volunteers from branches of Ayacucho, Cusco and Puno participated in the operation. In addition, 15 members of the PRC national relief department participated including seven National Intervention Team (NIT) members. All PRC volunteers and staff who participated in the operation were trained using the guidelines for emergency evaluations. The Federation supported the PRC with the deployment of a Regional Intervention Team (RIT) member specialized in logistics and a disaster management delegate.

Coordination was ensured with external actors in the three departments of Ayacucho, Cusco and Puno including INDECI, Agricultural Agency (Agencia Agraria, Puno), Local Educational Management Unit (Unidad de Gestión Educativa Local, Puno), regional governments, Ministry of Health, Global Food Plan (Plan Mundial de Alimentos, Ayacucho) in order to implement the plan of action.

It is important to note that the PRC is currently facing an institutionally difficult period, as there is a new judicial administration in place. Despite internal challenges resulting from this process, the staff and volunteers were able to carry out the emergency operation. An additional challenge was the event of a major disaster in Peru during the cold wave operation. An earthquake hit the southern coast of Peru in August demanding the immediate response from the National Society and the mobilization of all human resources available. For this reason distributions of relief items to families affected by the cold wave were slightly delayed.

Progress towards objectives

Relief distributions (food and basic non-food items)

Objective 1: 2,027 affected families (10,135 persons) in the departments of Puno (1,740), Ayacucho (3,755) and Cusco (4,640) benefit from the distribution of warm clothing and blankets to face the extreme weather temperatures for a three month period.

Activities planned:

- Identification and registration of the most vulnerable families with special emphasis on gender inequities and disability conditions.
- Coordination with national, regional, provincial and local authorities.
- Purchasing procedures (requisition, request for quotations, comparative bid analysis, selection of the supplier and technical approval, purchase order and payment)

- Warehousing, dispatch and transportation of blankets and clothes from PRC headquarters to the final destinations.
- Distribution of blankets to identified families by trained PRC volunteers.
- Regular detailed reporting on the distribution.
- Monitoring and evaluation

The relief items as stated under Objectives 1, 2 and 3 of the Plan of Action were distributed at the same time in one relief kit. Activities within this objective were carried out in three stages: evaluations of the affected population were carried out, beneficiary families were registered ('empadronados'), and finally relief items were distributed to beneficiary families.

Evaluations and the registration of families were carried out in July and August 2007 through visits by the PRC branch volunteers to communities and interviews being carried out with families. After this stage, the PRC identified fewer families than originally expected in the Plan of Action; as communities live in isolated areas, the only way of knowing the real numbers of families was by visiting them directly. The PRC made the following decisions to compensate for this difference. First waterproof boots were procured for adults as well as children (Objective 3). Secondly some larger families received up to 2 kits. A total of 1,636 families (6,570 people) received kits of relief items.

As all families varied in size, the PRC ensured that small families received the necessary quantity of relief items and those larger families received additional items that smaller families did not need, thereby ensuring even quantities of relief items were distributed.

Following the above criteria, each beneficiary family received kits containing the following relief items:

Kit contents	Standard number of items per kit
Thermal blankets	3
Jerrycan 10 litre	1
Waterproof boots (adult and children sizes)	1 pair x person
Second hand clothing	1 change x person*
Biscuits (packets)	2

** In the case of Cusco, additional clothing was sent from the PRC warehouse as additional space was available in the trucks used to transport relief items.*

All goods were procured in Peru except for highly resistant thermal blankets and jerry cans, which were imported from the Federation's Pan American Disaster Response Unit in Panama. Second hand clothing was donated by the general public. The packets of biscuits were distributed with the kits thanks to a donation made by a private company. Support from the RIT in logistics at the PRC warehouse proved essential in the sorting and preparation of all relief items.

Most communities are located in remote rural areas where families live in extreme poverty. The PRC local branches worked with local community authorities and leaders in order to gain the trust of communities, which was essential for the distributions to actually take place. The presence of community authorities and leaders during the distributions also ensured security for PRC volunteers.

The use of 4x4 vehicles was essential in accessing communities who mostly live in isolated areas. Three teams were formed to carry out evaluations in each department; each used a 4x4 vehicle (lent by the Federation). For the registration of families, three 4x4 vehicles were hired by each team. For actual distributions three 4x4 vehicles were hired and three trucks to carry the relief items. All vehicles were appropriately marked with Red Cross visibility.



Communities at distributions of relief items organised by PRC in Puno.
Source: International Federation

At the time of distributions families receiving relief items presented the card with which they had been registered and their identity cards and then signed to prove their receipt of the kit. The following table shows the number of families reached in each department:

Department	Province	District	Community	No. Families
Ayacucho	Huamanga	Vinchos	Churia	40
			Rosaspampa	55
		Paras	Ccarhuaccocco	122
			Iglesiahuasi	73
	Parinacochas	Upahuacho	Cochani	85
			Ccasahuasi	27
			Condorpampa	19
			Hachaconi	9
			Sansaycca	26
			Calpamayo	94
Cusco	Chumbivilcas	Chamaca	Limamayo	82
			Ccacho	108
			Centro Ingata	90
			Uringata	76
		Santo Tomas	Hualpamallo	13
			Chicre Alto	40
			Chicre Bajo	31
			Huaraco	167
		Colquema	Huiniquiri	88
			Pumapucllo	47
Puno	Huancané	Inchupalla	Cajonhuyo	60
			Chalanani	33
			Tishñahuyo	48
		Rosaspata	Characapi	24
			Centro Sector	22

			Quetuña	23
			Ichucollo	20
		Cojata	Huancasaya	41
			Quenajani	7
		Vilquechico	Cocani	7
			Sombreroni	27
			Jaramasa	17
			Chijihuyo	15
TOTAL				1,636

Impact: The beneficiary families live in rural isolated areas, in extreme poverty and have low levels of education. At first communities were hesitant to receiving assistance from the PRC, but after a while they gained their trust. At the end of the operation, the PRC had provided 1,636 families in the departments of Ayacucho, Cusco and Puno with essential relief items which contributed to helping them cope in the extreme cold temperatures. The relief items distributed are durable which will be useful in the face of future cold weather and for families' everyday lives.

At the distributions, talks were held with all family members on the use of the jerrycans. These proved extremely useful to families, as they allowed for effective collection and storage of water and thus fewer trips to collect water and less exposure of children to the cold, normally the ones who carry out this task in the early hours of the morning.

The participation of branch volunteers was essential during distributions, as native speakers of local indigenous languages quechua and aymara they were able to communicate with community members. Relations between PRC branches and isolated communities were strengthened during the operation allowing for effective implementation of activities and also building good relations for future initiatives.



The President of the PRC Huancane branch in Puno with communities explaining the use of jerrycans in aymara. Source: IFRC

Challenges: One challenge was accessing the communities who live in isolated rural areas. This is one reason why many organizations did not manage to reach these communities. The PRC responded to this challenge by hiring 4x4 vehicles to access communities and branches carefully planned visits to ensure enough time was allowed for activities.

Information and data provided by INDECI was not up to date and was therefore unreliable, making it necessary for PRC to carry out their own evaluations on the ground.

At first communities affected by the emergency showed a degree of mistrust towards organizations and institutions responding to the emergency, including the PRC, which made gathering information during initial assessments difficult. Thanks to the ongoing contact with PRC branches, communities gradually started to trust the PRC which was essential for the distribution of relief items. At the close of distributions, communities prepared and served food for PRC volunteers, an important gesture confirming their trust and gratitude. The PRC confirms that now communities see them as an institution which they can refer to in times of need.

Distributions were delayed as the PRC had to respond to another major emergency during the implementation period, the earthquake in August which devastated the coastal department of Ica. This put a strain on human and material resources, however activities resumed by September 2007.

Objective 2: 2,027 affected families (10,135 persons) in the departments of Puno (1,740), Ayacucho (3,755) and Cusco (4,640) benefit from the distribution of 10 litres collapsible jerry cans to allow the daily storage of the basic water consumption needs.

For full details, please see information under Objective 1.

Objective 3: 4,054 affected children in the departments of Puno (696), Ayacucho (1,502) and Cusco (1,856) benefit from the distribution of a pair of waterproof boots which help them prevent the effects of the cold wave.

For full details, please see information under Objective 1.

National Society Capacity Building

Objective 1: To improve the capacity of the PRC in needs assessment and humanitarian response.

Activities planned to reach this objective include:

- Mobilisation of a RIT member trained in logistics to carry out the inventory and management of the PRC main warehouse for a month period and provide specific training in logistics to PRC staff.
- Provision of basic office supplies (computers, printers, field kit) and teaching materials
- Organisation of National Intervention Team (NIT) capacity building for PRC volunteers

With the support of the RIT in logistics, the PRC relief department reorganised the PRC warehouse in Lima to manage and sort the relief items. The RIT also carried out capacity building sessions in logistics with PRC volunteers.

The planned NIT capacity building did not take place as the earthquake hit in August which required all PRC capacities to respond to this emergency. During the cold wave operation, the PRC identified the need to improve telecommunications between the branches involved - Ayacucho, Cusco and Puno. A decision was made to purchase the following radio equipment: high frequency radios and multi band antennas for Cusco and Puno PRC branches (as the branch in Ayacucho already had a high frequency radio in place) and a Codan radio for the PRC headquarters, which was procured from Geneva.

Impact: Support from the RIT in logistics proved essential in the organization of the PRC warehouse for the sorting and management of the relief items. The organization of the warehouse and the training of PRC volunteers in logistics management also proved extremely useful for the earthquake operation as a number of relief items were procured and donations were received.

The PRC telecommunications system has been strengthened with the new radios in branches and at the National Society headquarters. This has facilitated coordination between the headquarters and branches and allowed for closer monitoring of activities. The equipment will serve beyond the duration of the operation and support future emergency operations.

Challenges: There are no challenges identified within this objective.

Objective 2: Organise a case study project to evaluate the effectiveness and cultural acceptance of new shelter material through the distribution of 125 sleeping bags to high Andean communities.

Activities planned to reach this objective include:

- Identification of communities
- Coordination with national, regional, provincial and local authorities.
- Local procurement of 125 sleeping bags
- Purchasing procedures (requisition, request for quotations, comparative bid analysis, selection of the
- Supplier and technical approval, purchase order and payment).
- Warehousing, dispatch and transportation of the sleeping bags from PRC headquarters to the final destinations.
- Distribution of sleeping bags to identified people by trained PRC volunteers.
- Regular detailed reporting on the distribution.
- Monitoring and lessons learned document

As a pilot project, 120 sleeping bags resistant to low temperatures were distributed to families in the communities of Cajonhuyo, Chalanani and Tishñahuyo in the department of Puno. PRC volunteers held talks with the families who received sleeping bags to explain their benefits and how to use them. The remainder of the sleeping bags remain with the PRC as samples.

Impact: While communities are not accustomed to using sleeping bags, these were well received and as they are durable will continue to be of use to families in the face of future cold temperatures. Depending on the long-term success of introducing sleeping bags with communities facing extreme cold weather, the PRC will consider using these in future initiatives or operations.

Challenges: There are no challenges identified within this objective.

Conclusions

Lessons learned:

- After the operation concluded, the PRC saw the need for health institutions to strengthen capacities in order to respond to natural phenomena of this type.
- With more reliable data and information from INDECI on the emergency, the response by all organisations could have been improved. This would allow for better evaluations and speeds up the delivery of humanitarian assistance to those who need it.
- The operation highlighted the issue of mistrust amongst communities towards organisations and/or institutions responding to emergencies. The PRC experience proved positive in this sense, as branch volunteers through visits to communities were able to gain their trust and finally access in order to carry out distributions.
- The PRC recognises the need to carry out capacity building with communities with the aim of raising awareness of risks of disasters of this nature and mitigating future threats.
- Andean communities are in need of a contingency plan to be prepared for future emergencies and disasters, particularly as they are often located in hard to reach places.
- The PRC acknowledges that it is essential to establish intervention strategies and carry out research studies in the face of recurrent climatic events in the country, to help improve the quality of support by humanitarian organisations.

How we work

All International Federation 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 is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

For further information specifically related to this operation please contact:

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International Federation of Red Cross and Red Crescent Societies

MDRPE002 - Peru - Cold Wave

Final Financial Report

Selected Parameters	
Reporting Timeframe	2007/6-2008/5
Budget Timeframe	2007/6-2008/5
Appeal	MDRPE002
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		188,000				188,000
B. Opening Balance		0				0
Income						
<u>Other Income</u>						
<i>DREF Allocations</i>		167,054				167,054
C5. Other Income		167,054				167,054
C. Total Income = SUM(C1..C5)		167,054				167,054
D. Total Funding = B + C		167,054				167,054
Appeal Coverage		89%				89%

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		167,054				167,054
E. Expenditure		-167,054				-167,054
F. Closing Balance = (B + C + E)		0				0

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MDRPE002 - Peru - Cold Wave

Final Financial Report

Selected Parameters	
Reporting Timeframe	2007/6-2008/5
Budget Timeframe	2007/6-2008/5
Appeal	MDRPE002
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
BUDGET (C)		188,000					188,000	
Supplies								
Clothing & textiles	70,159		55,940			55,940	14,219	
Medical & First Aid			374			374	-374	
Utensils & Tools	8,579		6,994			6,994	1,585	
Total Supplies	78,738		63,307			63,307	15,431	
Land, vehicles & equipment								
Computers & Telecom	3,727		9,008			9,008	-5,281	
Total Land, vehicles & equipment	3,727		9,008			9,008	-5,281	
Transport & Storage								
Storage	3,813		4,027			4,027	-214	
Distribution & Monitoring	3,087		17,747			17,747	-14,660	
Transport & Vehicle Costs	27,429		10,851			10,851	16,578	
Total Transport & Storage	34,329		32,626			32,626	1,704	
Personnel								
International Staff Payroll Benefits			1,650			1,650	-1,650	
Regionally Deployed Staff	5,535		1,805			1,805	3,731	
National Staff			5,425			5,425	-5,425	
National Society Staff	18,983		14,151			14,151	4,832	
Consultants			470			470	-470	
Total Personnel	24,518		23,501			23,501	1,017	
Workshops & Training								
Workshops & Training	11,070						11,070	
Total Workshops & Training	11,070						11,070	
General Expenditure								
Travel	9,656		9,080			9,080	576	
Information & Public Relation	2,583		2,409			2,409	174	
Office Costs	861		7,609			7,609	-6,748	
Communications	1,476		2,363			2,363	-887	
Financial Charges			2,996			2,996	-2,996	
Other General Expenses	8,822		12			12	8,810	
Total General Expenditure	23,397		24,469			24,469	-1,071	
Programme Support								
Program Support	12,220		10,630			10,630	1,590	
Total Programme Support	12,220		10,630			10,630	1,590	
Services								
Services & Recoveries			3,513			3,513	-3,513	
Total Services			3,513			3,513	-3,513	
TOTAL EXPENDITURE (D)	188,000		167,054			167,054	20,946	
VARIANCE (C - D)			20,946			20,946		