



ACF-INTERNATIONAL  
CASE STUDY

# RECONCILING AGRICULTURE AND NUTRITION

Case study on agricultural policies and nutrition in Peru



This study was undertaken in June 2013. It can be consulted online on:  
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# ACRONYMS AND ABBREVIATIONS

<b>ALIADOS</b>	Programa de Apoyo a las Alianzas Rurales Productivas de la Sierra 6 (Support to the Productive Rural Alliances of the Sierra) <a href="http://ofi.mef.gob.pe/appFD/Hoja/VisorDocs.aspx?file_name=12477_AGAGRORURALE_20111116_12644.pdf">http://ofi.mef.gob.pe/appFD/Hoja/VisorDocs.aspx?file_name=12477_AGAGRORURALE_20111116_12644.pdf</a>
<b>AGRO RURAL</b>	Programa de desarrollo productivo agrario rural, unidad ejecutadora (programa) del Ministerio de Agricultura (Agri-Rural Productive Development Programme) <a href="http://www.agrorural.gob.pe/">www.agrorural.gob.pe/</a>
<b>CEPLAN</b>	Centro nacional de planeamiento estratégico (National Centre for Strategic Planning)
<b>CIP</b>	International Potato Center
<b>CRECER</b>	Estrategia Nacional de Intervención Articulada de Lucha contra la Pobreza y la Desnutrición Crónica Infantil (National strategy for coordinated intervention to combat poverty and chronic child malnutrition)
<b>CT-CIAS</b>	Comisión Intersectorial de Asuntos Sociales (Intersectoral Commission for Social Affairs)
<b>CCM</b>	Chronic child malnutrition
<b>FONCODES</b>	Fondo de Cooperación para el Desarrollo Social (Cooperation for Social Development Fund), <a href="http://www.foncodes.gob.pe/portal/index.php">www.foncodes.gob.pe/portal/index.php</a>
<b>GRADE</b>	Grupo de Análisis para el Desarrollo (Analysis for Development Group) <a href="http://www.grade.org.pe">www.grade.org.pe</a>
<b>IDI</b>	Iniciativa contra la Desnutrición Infantil (Initiative against child malnutrition) <a href="http://www.iniciativacontradesnutricion.org.pe">www.iniciativacontradesnutricion.org.pe</a>
<b>Incluir para Crecer</b>	Estrategia nacional de desarrollo e inclusión social (Include to Grow – National strategy for development and social inclusion)
<b>MCLCP</b>	Mesa de Concertación para la Lucha contra la Pobreza (body facilitating consultation and communication in the fight against poverty) <a href="http://www.mesadeconcertacion.org.pe/">www.mesadeconcertacion.org.pe/</a>
<b>MCVS</b>	Ministry of Construction, Housing and Sanitation
<b>MIDIS</b>	Ministry of Development and Social Inclusion <a href="http://www.midis.gob.pe/index.php/es/">www.midis.gob.pe/index.php/es/</a>
<b>MIMDES</b>	Ministerio de la Mujer y del Desarrollo Social (reemplazado por el MIDIS) Ministry of Women and Social Development (replaced by MIDIS)
<b>MINAG</b>	Ministry of Agriculture
<b>PAN</b>	Coordinated Nutrition Programme
<b>PCM</b>	Presidency of the Council of Ministers
<b>PEPI</b>	Population in process of economic inclusion
<b>PESEM</b>	2012-2016 multiyear sectoral strategic plan (Ministry of Agriculture)
<b>PIN</b>	Integral Nutrition Programme
<b>PNSR</b>	National Rural Sanitation Programme
<b>PpR</b>	Results-based budgeting (RBB)

# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>6</b>
<b>BRIEF DESCRIPTION OF THE NUTRITION AND FOOD SITUATION IN THE COUNTRY AND ANALYSIS OF RECENT DEVELOPMENTS</b>	<b>10</b>
Brief description of the agriculture and food situation in Peru	10
Analysis of the current nutrition situation and main trends	11
<b>NUTRITION IN THE NATIONAL PUBLIC AGENDA</b>	<b>15</b>
Combating malnutrition as national priority	15
Implementation of policies focusing on nutrition	19
Limited involvement of Ministry of Agriculture	21
<b>ANALYSIS OF THE FOOD AND NUTRITION COMPONENT OF AGRICULTURAL POLICIES</b>	<b>22</b>
The Minag focus: Agro-export, markets, competitiveness, businesses	22
Changes in strategic and operational areas	23
Projects focusing on small-scale farmers and the peasantry	24
<b>COORDINATION BETWEEN AGRICULTURAL POLICIES AND OTHER SECTORS IN NUTRITION</b>	<b>28</b>
A risk of contradictions	28
Effective articulation of agricultural sector interventions with other interventions	29
<b>MAIN CONCLUSIONS AND RECOMMENDATIONS</b>	<b>31</b>
Main conclusions	31
Recommendations	32
<b>BIBLIOGRAPHY</b>	<b>36</b>
<b>ANNEXES</b>	<b>37</b>



## EXECUTIVE SUMMARY

### THE AGRICULTURE, FOOD AND NUTRITION SITUATION

Peruvian agriculture occupies 15.9 million people, meaning 24.4% of the country's economically active population. Its character is extremely varied, ranging from major companies investing in irrigation agriculture for agro-export in the Costa region to peasant farming in the Sierra, usually aimed rather at produce for the domestic market. Part of this peasant population suffers from high levels of poverty, in particular in the remotest zones of the Sierra and Selva.

Agriculture produces 70% of the population's calorie intake and 75% of proteins consumed, particularly through the production of rice, potatoes, cassava and sugar, but also milk products, eggs, meat and pulses. The main imported food products are wheat and corn. Thirty percent of the calorie intake is from imports, as well as 25% of the proteins. Consumption of protein foods (pulses, animal proteins) is relatively low. Daily calorie intake is 2,563 Kcal/day/person (2009), a figure which is on the rise (2,311 in 2004), as is protein consumption.

While the prevalence of poverty (28% in 2012) has fallen in recent years, it is still high in rural areas where the incidence of calorie deficiency is greater (reaching more than 60% of the population against 30% average on the national level). Food vulnerability – measured according to a specific index used by the government – is particularly sensitive to external price shocks.

Chronic malnutrition in children below the age of five reached 18.1% in 2012, indicating an important drop in the last five years (28.5% in 2007). Nevertheless, the rate varies greatly:

- **Between urban areas and rural areas**, where prevalence is higher, even if that is where greatest progress has been made in recent years;
- **Between regions**, with prevalence high in departments of the Sierra and Selva regions (more than 25% in many departments) and relatively low in Lima (6.3%) and the rest of the Costa region;
- **According to wealth quintiles**, CCM correlates with poverty levels, and has hardly changed over the last five years in the two lowest poverty quintiles.

The fall in the prevalence of CCM is connected with a number of factors, among which a decrease in poverty, implementation of health policies, policies to educate mothers, and social policies with a specific focus on fighting against CCM, with an effort to coordinate these, as well as improved water treatment.

As for anaemia, it affects all social categories and territories and is slowly falling. Among children below the age of five, prevalence was 50.3% in 2010.

Lastly, obesity and overweight problems are on the rise, in particular in the most urbanized areas. Obesity affects 4.7% of children over the age of five. It is estimated that 50% of women of childbearing age have overweight problems.

### NUTRITION ON THE NATIONAL PUBLIC AGENDA

Malnutrition was included in the political agenda at the beginning of the 2000s and since then it has figured as one of the priorities of social policies, particularly with the creation in 2006 of the *National strategy for coordinated intervention to combat poverty and chronic child malnutrition – CRECER (To Grow)*, which encompasses a series of multisectoral social programmes and coordinates the different institutions in charge of executing these. The different programmes are of course financed according to Results-Based Budgeting (RBB), a strategy that, in addition to allowing transparent and efficient use of public funds, reflects priority areas for public investment.

Civil society has played a decisive role in convincing governments to give priority to the fight against malnutrition, especially with the *Initiative against Child Malnutrition (IDI)*, created in 2006, and with the work of MCLCP, a body created in 2001 for consultation on, and monitoring of, social policies, with the participation of State institutions and civil society organizations.

Peru's participation in the *Scaling Up Nutrition* (SUN) initiative also reflects the government's priority to fight against chronic child malnutrition. It must be stressed that participation in SUN was not decisive in defining the fight against malnutrition as national priority.

Ollanta Humala's new government confirmed the former priorities, within the framework of more global and coordinated projects for development and social inclusion. In 2012 the national strategy for development and social inclusion *Incluir para Crecer* (Include to Grow) was adopted under the coordination of the Ministry of Inclusion and Social Development (MIDIS). It focuses on the vulnerable, poor population (Population in the process of Inclusion – PePI) that represents 16% of the total population, 93.5% of whom live in rural areas. Actions were defined around five core concepts using the life cycle approach: Child Nutrition (with an objective to reduce CCM to 10% in 2016), Early Childhood Development, Integral Child and Adolescent Development, Economic Inclusion and Protection of the Elderly.

The new government also showed its determination to fight against bad eating habits among children and young people with the *Law to promote healthy eating for children and adolescents*, commonly known as the «anti-junk food law», enacted on 16 May 2013.

The Ministry of Agriculture (MINAG) has until recently stayed outside this process. However, the situation is evolving: first, the *Include to Grow* strategy makes specific reference to areas in which MINAG must contribute. Secondly, MINAG is in charge of coordinating the preparation of a proposal for a *National Strategy for Food and Nutrition Security* (SAN), which reflects the explicit will to incorporate the nutrition dimension.

## ANALYSIS OF THE FOOD AND NUTRITION COMPONENT OF AGRICULTURAL POLICIES


In the last decade, agricultural policy has mainly aimed at fostering the competitiveness of Peruvian agriculture, especially in the external markets. Private investment by major companies, often in irrigation, has been encouraged. Agricultural policy has not been in response to food security or support for peasant farming objectives and has not incorporated the nutrition aspect. Neither was account taken of the possible negative effects of economic policies on nutrition. There are, however, various programmes and projects focusing on peasant farming that are likely to have a positive impact on nutrition.

The new government has developed a more inclusive and sustainable view of agricultural policy and is strengthening programmes aimed at peasant farmers, especially in areas of the High Andes. The new *2012-2016 Multiyear Sectoral Strategic Plan* reaffirms competitiveness as the agricultural sector's objective, with promotion of irrigation and agro-exports, but with a certain emphasis on small-scale production and ecological sustainability. The nutrition objective is not specifically mentioned, although child malnutrition and micronutrient deficiencies are mentioned as part of the social problems of the sector.

Also, the new government's decision to develop a SAN strategy coordinated by MINAG reflects the determination to incorporate the food security objective into agricultural policies and to coordinate agricultural policies with those of other sectors that influence nutrition. The strategy should be defined by July 2013.

The existence should also be mentioned of various legislative initiatives that should result very soon in a proposal for a law on food security. These initiatives are not coordinated with the strategy prepared by the executive on food and nutrition security.

Among MINAG's programmes and projects focused on the peasantry, the main ones are *Aliados* (Allies), a programme that receives funds from the World Bank, and *Sierra Sur* and *Sierra Norte*, projects financed by FIDA. A new programme, *Mi riego* (My irrigation), with significant funding, focuses on building infrastructures for irrigation in the Sierra region. The project *Mi chacra emprendedora – Haku Winay* (My enterprising little farm – we are going to grow) should also be mentioned; it does not depend on MINAG but on MIDIS and belongs under the *Economic Inclusion* core concept of the *Include to Grow* strategy. In general, these projects and programmes have no explicit objective to improve nutrition, and have no nutrition indicators (in future these will be included in *My enterprising little farm*). Nevertheless, it is presumed that by fighting against poverty, and strengthening the asset levels, economic conditions and incomes of small-scale producers, the influence on the population's nutritional status will be positive. The methods, contents and



results of programme and project interventions indicate possible positive effects in the nutrition situation of beneficiaries: selection criteria for beneficiaries; frequent gender approach; funding activities that enable the production of varied and highly nutritious foods (especially small livestock) and a more regular supply throughout the year and/or from one year to the next; global effects by capitalizing families and improving standards of living.

## COORDINATION BETWEEN AGRICULTURAL POLICIES AND OTHER SECTORS IN THE FIELD OF NUTRITION

Two main processes aimed among others at improving the population's nutritional status directly involve the agricultural sector: the *National Strategy for Development and Social Inclusion, Include to Grow* and the *National Strategy for Food and Nutrition Security*.

SAN's strategy is aimed at the population as a whole, while *Include to Grow* focuses on the poorest and most vulnerable part of the population. However, there is some overlapping between the two strategies, which is not necessarily a problem, as long as they have the same approaches and contents in common areas and that there are no contradictions. And this raises the need for a form or body of coordination between the two strategies.

At the same time, there is the risk of a lack of coordination between the different interventions (agricultural sector on one side, other sectors on the other) – a risk of which the State, both at national level in policy design and at regional level in regional and local government, is aware. Indeed:

- On the **social policy side** (MIDIS), there is a conviction that the agricultural sector has a role to play in the availability of nutritious foods, but there is no explicit, precise demand concerning the kind of availability that is required in response to the nutrition deficiencies specifically identified for different types of population, territories and physiological stages. The tendency is to consider that the availability topic is within the agricultural sector's competence and therefore it is that sector's responsibility to formulate a more precise definition of its contribution to the fight against malnutrition.
- From the **agricultural policy side** (MINAG), nutrition as a topic is even more recent and the ways in which it is different from and complementary to the food security approach are not always perceived or understood. There are no nutritionists in MINAG and the Ministry is little able to define precisely what could be its specific contribution to the fight against child malnutrition, beyond increasing farmers' incomes or – and this is more recent – the global availability of nutritious foods produced by peasant families for their own consumption. Nevertheless, there is an expressed will to incorporate the topics of crop diversification and food safety.
- Lastly, from **the Ministry of Health side**, the approach is mainly on health and the tendency is to consider that supplements and fortified foods are sufficient to respond to nutrition deficiencies.

## MAIN CONCLUSIONS AND RECOMMENDATIONS

In the last decade, Peru has demonstrated its strong commitment to fight against chronic child malnutrition and anaemia, with integral approaches that coordinate the interventions of the different ministries and government levels. The current government has reaffirmed the importance of the nutrition issue. Indeed, much has been achieved in reducing CCM and changing the population's social behaviour towards the nutrition of children below five years of age. Nevertheless, there are major differences between territories and social sectors, with a strong correlation between poverty levels and the still high incidence levels in rural areas of the Sierra and Selva regions.

Until now, the Ministry of Agriculture has remained outside the strategies to improve the population's nutritional status. However, the new government has developed a more inclusive, sustainable view of agricultural policy, and is increasing support to programmes aimed at the peasantry and developing a new SAN strategy.



There is not yet a clear view of coordination between the different strategies and initiatives, first, between the *Include to Grow* strategy and the *National strategy for food and nutrition security* and secondly, between the latter and legislative initiatives in Congress. Neither is there any precise definition of the coordination between agricultural policies and other policies aimed at nutrition objectives.

Finally, it is recommended to:

- **Improve information, and of course studies, in various areas:** the nutritional status of the population (including different types of deficiency and differentiating ecological levels and seasonality); the agriculture-nutrition relation and what has worked or not worked in nutrition in State - and NGO - implemented productive strategies, as well as in nutrition policy. In addition, it is recommended that the periodic evaluation of food safety levels in families be standardized.
- **Confirm and make a deeper study of the current directions of public policies:** the fight against CCM and anaemia, without neglecting other dimensions of nutrition policy that respond to the objective of guaranteeing healthy, nutritious food for all; an inclusive, sustainable and food security approach to agricultural policies, with the need to alleviate hunger gaps, finance assets acquisition and foster the production of proteins and iron-rich foods (in particular small livestock) among the peasantry, rebalance the unfavourable terms of exchange for the peasantry, and make the most of the SUN initiative.
- **Advance towards coordination between agricultural policies and other policies focused on nutrition:** communication and consultation for coordination of the *Include to Grow* and *SAN* strategies; definition of the specific contribution of agriculture and the agricultural sector to nutrition policy (what type of foods, with what characteristics, in what quantity, how frequently and regularly, what type of preservation or transformation is required in response to specific nutrition deficiencies identified in different types of population, territories and physiological stages [pregnant mothers and infants in particular], what complementary interventions by other sectors); creation of a results-based budgeting programme on food and nutrition security, fostering the coordination of interventions, with a specific approach for peasant populations whose diet is based on self-consumption.
- **Coordinate the initiatives of the executive and legislative powers in the field of nutrition.**



# BRIEF DESCRIPTION OF THE NUTRITION AND FOOD SITUATION IN THE COUNTRY AND ANALYSIS OF RECENT DEVELOPMENTS

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## BRIEF DESCRIPTION OF THE AGRICULTURE AND FOOD SITUATION IN PERU

### A VERY HETEROGENEOUS AGRICULTURE

In 2012 agriculture occupied 15.9 million individuals, against 12.4 million in 2002, in other words an increase of 28%. And in terms of relativity, in 2012 this figure represents 24.4% of the country's economically active population, which is a slight decrease in relation to 2002 (28.8%)<sup>1</sup>.

The agricultural sector is extremely varied, ranging from large businesses that invest in irrigation farming on the coast (*Costa*), very often for agro-export, to peasant farming, generally directed rather towards production for the domestic market. Part of this rural category suffers from high levels of poverty, in particular in areas furthest from the towns of the highlands (*Sierra*) and jungle (*Selva*).

Agriculture has been increasing at a faster rate over the last decade, although most of this growth comes from an increase in the use of land, water, work and fertilizers rather than from technical changes. This kind of growth will not be sustainable in the future, given the increasing scarcity of agricultural resources.

Peru produces a variety of agricultural products for export, in particular coffee and fruit and vegetables. As for production for the domestic market, the principal items are potatoes, rice, sugar cane (also produced for export and agrofuels), cassava, milk and small-scale livestock.

### THE PERUVIAN POPULATION'S FOOD: PREDOMINANTLY VEGETABLE PRODUCTS, BOTH NATIONAL AND IMPORTED

The principal foods consumed by the population are:

- **Cereals:** rice, produced in the country, wheat (mainly imported) and corn (partly imported)
- **Potatoes and cassava** (produced in the country).

<sup>1</sup> - Source: FAO.

The great majority of calories in the diet come from these foods (rice, 20% of calorie intake; wheat, 13%; potatoes, 8%; sugar, 8%, corn, 7%; cassava, 5%). Oils contribute 6% of the calories, milk and eggs 4.5% and meat 4%. In total, the average daily calorie intake is 2,563 Kcal/day/person (2009), a figure which is on an upward trend 52,311 in 2004)<sup>2</sup>. Consumption of protein foods (pulses, animal proteins) is relatively low.

## ANALYSIS OF FOOD INSECURITY

Over the past five years, the country's economic growth has helped to reduce poverty on the national level by 14.6 percentage points, lately reaching a rate of 27.8%. Nevertheless, there are still marked differences between departments, since some have more than half of their population in a condition of monetary poverty.

30% of the population has a “calorie deficit”, meaning it obtains an insufficient quantity of food to cover the nutrition requirements for normal daily development. The percentage is greater in rural zones but the rural/urban divide is less than that existing in other poverty indicators. There are regions where the incidence of a calorie deficit exceeds 60% and a good number where it is over 40%. The statistics show an inverse relation between income level and the probability of families having a calorie deficit.<sup>3</sup>



In addition, the increase in international prices for foodstuffs over recent years has affected domestic prices, generating a social cost in the poorest sectors. This has translated into a major increase in the calorie deficit in the year 2008, despite its being a year of economic growth with an increase of 9.1% and a reduction of more than 3 percentage points in the poverty level. This reflects the fact that the Peruvian food system really is highly vulnerable to the shocks of external prices, a situation connected with the relatively high levels of dependence on imports in certain strategic food areas such as grains and oils.<sup>4</sup>

Recently MIDIS has been preparing a food vulnerability index based on indicators (14) grouped in 3 components of food security, availability (3), access (5) and consumption (6).<sup>5</sup> The results obtained show that on a national level the most significant variables in vulnerability are food production (agriculture, livestock or fishing), and income level. The results on a department level highlight the inequalities that exist in vulnerability to food insecurity. Here, the departments show different vulnerabilities in their variables and components, some having an obvious vulnerability to food production, as is the case in departments belonging to the Costa region; and others having a marked vulnerability to income, as in departments belonging to the Sierra region. In the Selva region, the highest vulnerability is in the food production component.

## ANALYSIS OF THE CURRENT NUTRITION SITUATION AND MAIN TRENDS

### MAJOR REDUCTION IN CHRONIC CHILD MALNUTRITION BUT INEQUALITIES PERSIST

In Peru, chronic malnutrition in the under-fives reached 18.1% in 2012, which represents a decrease of 1.4 percentage points in relation to the year before (according to the World Health Organization (WHO)<sup>6</sup>. At the Latin America level, Peru is slightly above regional average.

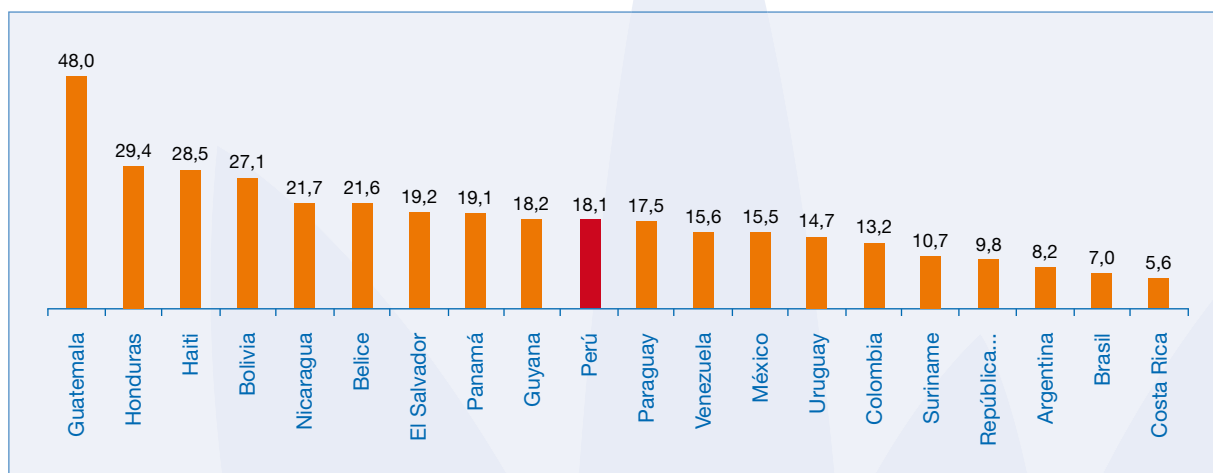
2 - Source: FAO.

3 - GRADE, October 2011.

4 - Idem.

5 - MIDIS, 2012-4.

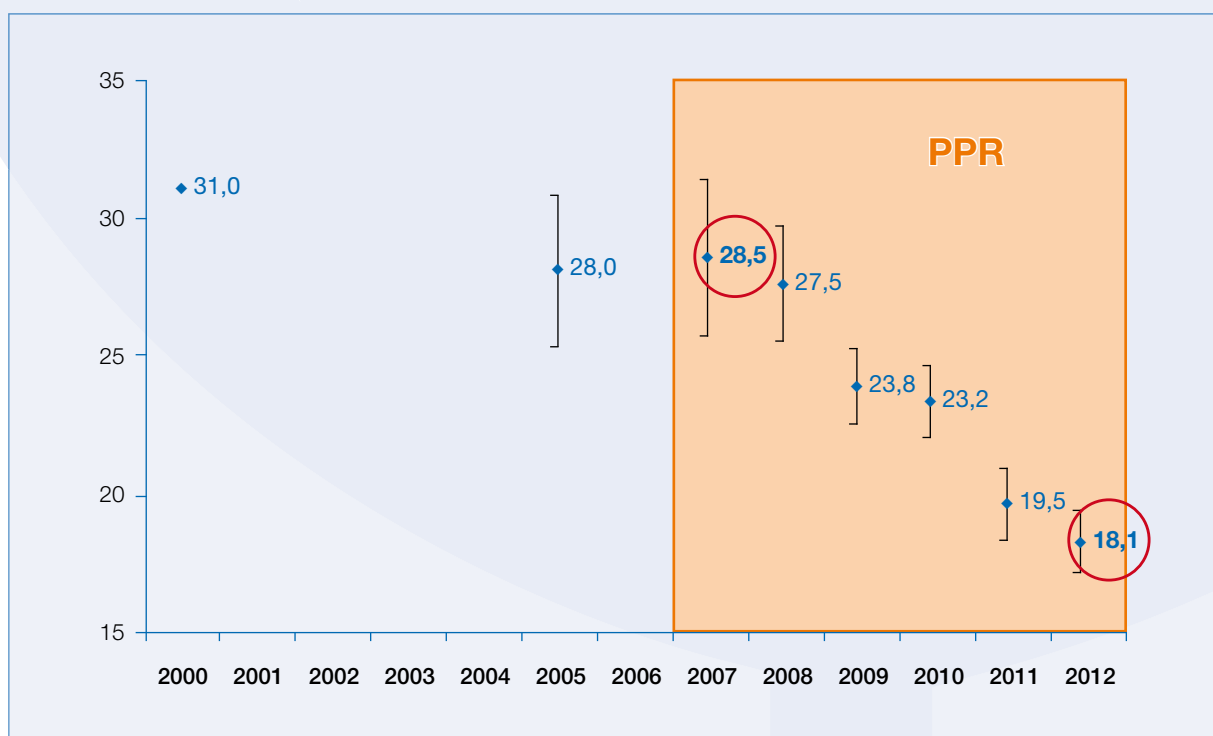
6 - This indicator drops by 1.7 percentage points when the international reference model recommended by the National Center for Health Statistics (NCHS) is used.



**Figure 1: Prevalence of chronic malnutrition among under-fives in different Latin American countries - 2012 (in %)**

Source: WHO

From the middle of the last decade, an important decrease has been observed in the prevalence of chronic malnutrition at national level. In 2007, one in three children had chronic malnutrition whereas in 2012 this problem affects one in five children.

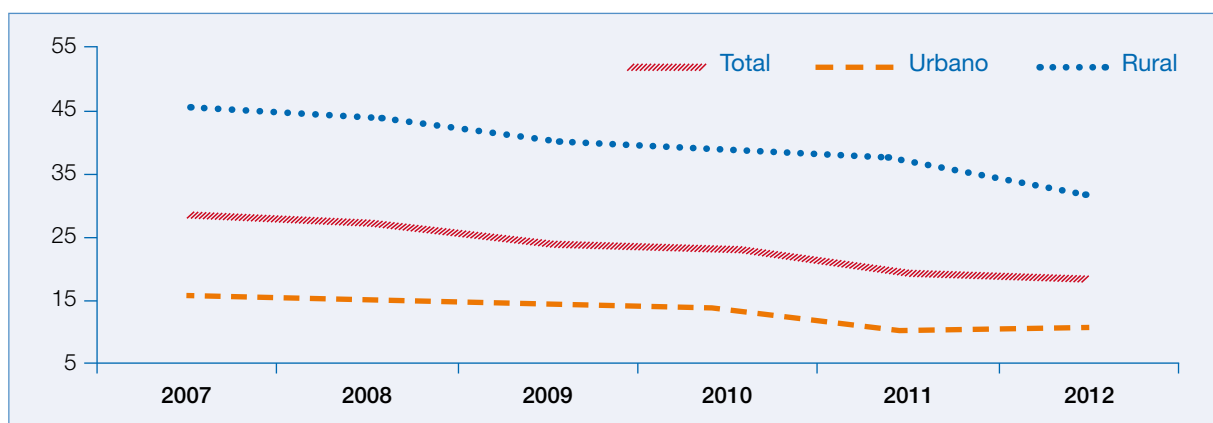


**Figure 2: Prevalence of chronic child malnutrition (retarded growth) in under-fives (in %)**

Source: INEI – Demographic and Family Health Survey

Despite this favourable trend at national level, the situation observed is very mixed in different parts of the country and between different socio-economic sectors:

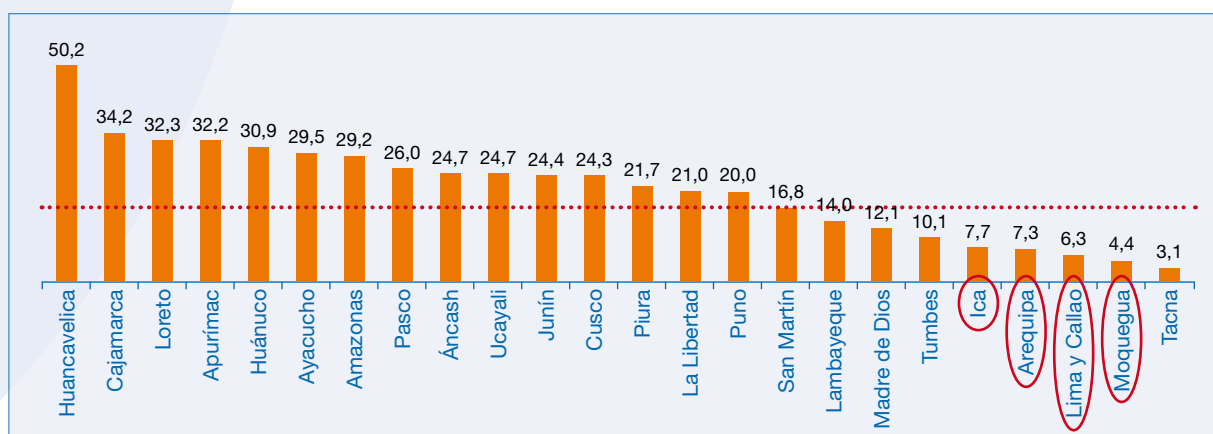
- The greater proportion of children with chronic malnutrition is concentrated in **rural zones**. During the 2007-2012 period a reduction has been seen in the indicators in both geographical areas, although the levels have stagnated more in the urban area. However, the divides persist: the problem of chronic malnutrition is three times greater in the rural area;



**Figure 3: Prevalence of chronic child malnutrition (retarded growth among under-fives in urban and rural environments (in %))**

Source: INEI – Demographic and Family Health Survey

- At **department level** the inequalities of the nutrition problem are evident and accentuated. **Sierra** and **Selva** departments show the greatest proportion of children affected by chronic malnutrition<sup>7</sup>; while Costa and Metropolitan Lima departments have lower indicators.



**Figure 4: Chronic malnutrition in under-fives, according to department (in %)**

Source: INEI – Demographic and Family Health Survey

- Diverging trends are observed in the prevalence of malnutrition by **wealth quintiles**.<sup>8</sup> It can be seen that in the two lowest quintiles (poorest 40%) the child malnutrition indicator has hardly changed over the past five years, whereas most of the indicator's average improvement is in the other non-poor quintiles.

The decrease in the prevalence of CCM is linked to **many different factors**, among which the following should be underlined:

- The general decrease in poverty;
- The implementation of policies for health and education for mothers, and social policies specifically focusing on the fight against CCM, with an effort to articulate them. The *JUNTOS* programme (providing families with money, not just on the condition that children attend school, but also that expecting mothers and infants have regular medical check-ups) has played a major role. As the money is handed over to mothers, it has been possible to invest it to a very large extent in improving the family diet and

7 - The departments of Cajamarca, Huánuco, Amazonas, Apurímac, Puno, Cusco y Ayacucho, are more than 50% rural, in which are found 62% of all rural children with chronic malnutrition, as well as 62% of rural children living in extreme poverty.

8 - GRADE, Design for a strategic programme for food security. Final report, October 2011.

especially that of the children (approximately 75% according to studies carried out by ACF), and not in other costs. This has also helped to empower the woman in the family, strengthening her decision-making participation in the household (in 80% of cases, according to ACF study);

- An improvement in basic water treatment.

## ANAEMIA: A MASSIVE PROBLEM IN THE POPULATION DESPITE THE SLIGHT DECREASE

Iron deficiency has a major affect on the under-fives (50%) and women of a childbearing age (42%). These prevalence levels make Peru one of the most affected countries in Latin America. The problems of childhood anaemia are much more pronounced in the Sierra region (urban and rural), and somewhat less so but with a surprisingly high level in Lima, where 24.3% of under-fives show signs of anaemia. This is also seen in women of childbearing age, where even in Lima there are more than 40% with signs of anaemia, exceeding the rest of the coast or the Selva and Sierra rural regions.

Despite a slight, constant decrease in poverty over the past two years, the prevalence of anaemia is only receding slowly. The prevalence of anaemia in children under-three years of age was 50.3% in 2010, against 56.8% in 2007 and 60.9% in 2000 (*source: ENEI*). It is obvious that the anaemia problem is a massive problem affecting a large part of the Peruvian population.

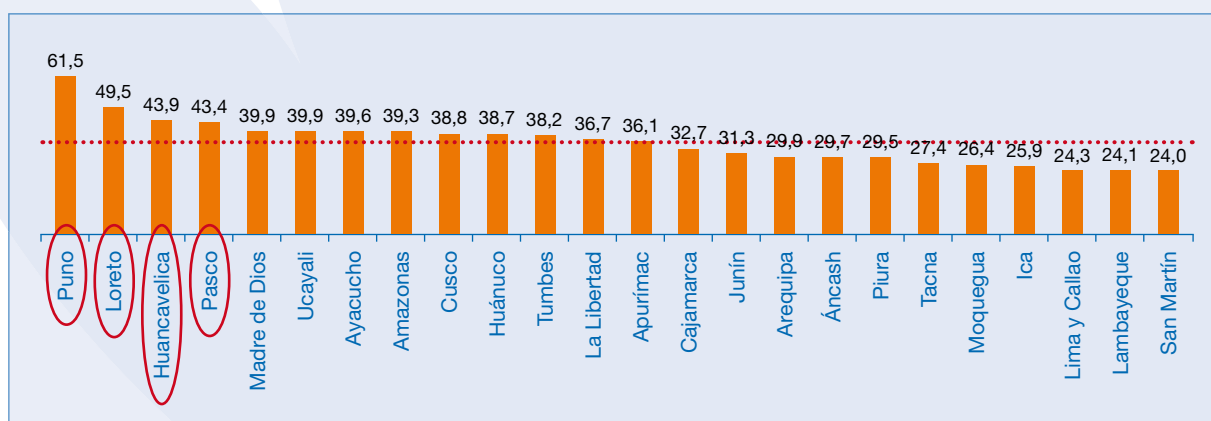


Figure 5: Prevalence of anaemia according to department (in %)

Source: INEI – Demographic and Family Health Survey

## AN INCREASE IN PROBLEMS OF OBESITY AND OVERWEIGHT

Problems of obesity and overweight are also a large part of the food-related problems that the Peruvian population has to face, and these have been increasing over the past decade. Both are predominant in Metropolitan Lima and the Peruvian Coast, which could be explained by greater urbanization and economic development that bring with them changing lifestyles and cause changes in eating patterns and physical activity. The prevalence of obesity in under-fives affects 4.7%, with particular intensity in Metropolitan Lima, where it affects as many as 7.5%. As for women of childbearing age, the survey evaluates problems of overweight, which appear to be affecting 50% of women nationwide, with greater intensity in Lima (57%), and relatively lesser intensity in the Selva region (42%)<sup>9</sup>.

# NUTRITION IN THE NATIONAL PUBLIC AGENDA

## COMBATING MALNUTRITION AS NATIONAL PRIORITY

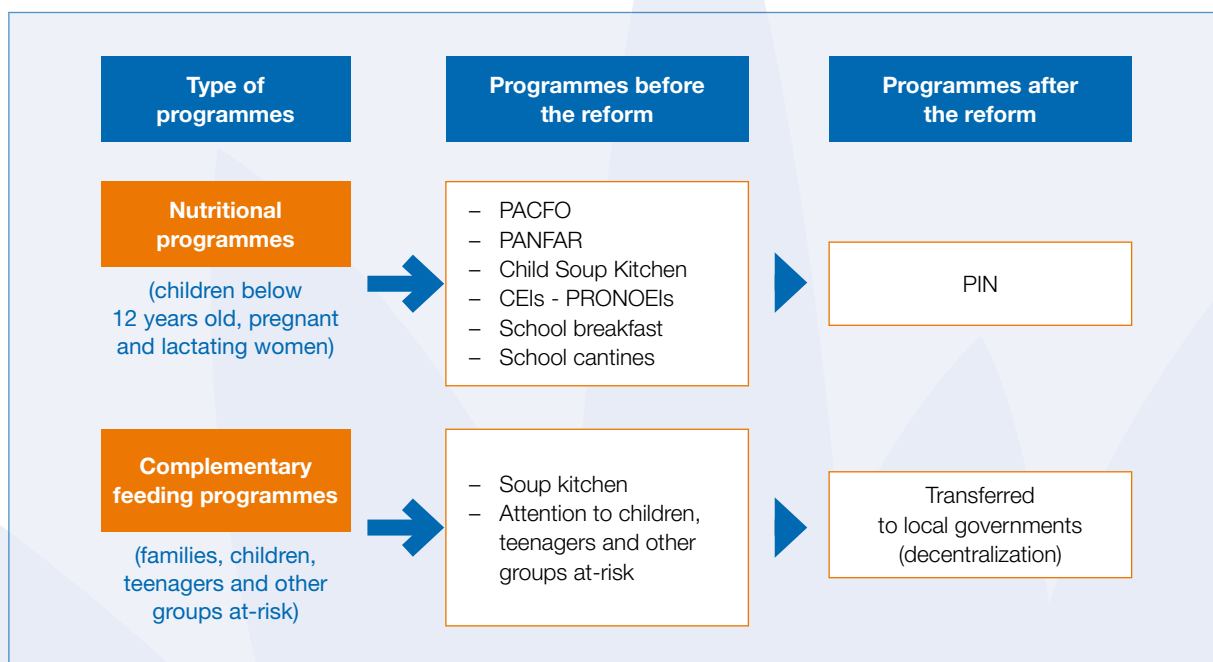
Malnutrition was included in the political agenda at the beginning of the 2000s, and since then it figures as one of the priorities among social policies. In 2002 various reforms were implemented, as it was considered that despite the government funding allocated (approximately US \$250 million per year), the food and nutrition programmes had achieved little in past decades in efforts to reduce malnutrition.<sup>10</sup>

First, it was noted that interventions were dispersed among different State institutions. The government therefore transferred different food aid programmes to the Ministry of Women and Social Development (MIMDES), which in 2005 started a process to **reform nutrition programmes** aimed at children under 12 years of age (see *Chart No. 1*). The main idea was to merge them into one single programme, PIN (the Integral Nutrition Programme). Secondly, in 2004 the government established **specific nutrition policies** as part of the food security and nutrition goals of the National Accord, as well as of ENSA (the National Strategy for Food Security).

Although it did not manage to set this strategy into motion, it did set the organizational and administrative foundations for the creation later, in 2006, of *CRECER* (To grow - National strategy for coordinated intervention to combat poverty and chronic child malnutrition).



<sup>10</sup> - In the 80s and 90s, social food and nutrition programmes were mainly based on food assistance, aimed at different groups: i) food assistance programmes based in basic social organizations (Vaso de Leche (glass of milk) and Comedores Populares (the people's dining rooms)); ii) school-based programmes (School Lunches and School Breakfasts); and iii) nutrition programmes, aimed at children aged under six.



**Figure 6: Nutrition programmes before and after the 2006 reform**

Source: Beltrán and Seinfeld, 2009

CRECER (To Grow) represented one of the most significant changes in Peru's political strategy to combat malnutrition. *TO GROW* encompasses a series of multisectoral social programmes and articulates the different institutions responsible for executing them (see Chart 7).

	Problem to solve	Intermediary results	Activities	Institutions
<b>Child undernutrition</b>	Diets poor in quantity and quality	Adequate feeding practices	Food and nutrition education	MINEDU, MINSa
			Promotion of local products	MINAG
		Food and nutritional supplementation	Provision of fortified foods	MINDES, PRONAA
			Production projects	MINAG
				JUNTOS (PCM)
	Micronutrients supplementation	Micronutrients supplementation	MIMDES, PRONAA	
	Acute diarrheal diseases, acute respiratory infections, regional prevalent diseases	Safe water	Basic sanitation	Ministry of Housing, subnational governments
			Health practices	Improved stoves
		Adequate latrines		Ministry of Housing, subnational governments
		Literacy		MINEDU
Comprehensive care for children		Health Insurance	MINSa, SIS	
Low birth weight	Quality prenatal care	Health Insurance	MINSa, SIS	
	Comprehensive care for women			

**Figure 7: Government bodies in charge of different activities seeking to reduce chronic malnutrition<sup>11</sup>**

11 - As part of this strategy is developed by PAN, which defines the main nutrition actors through results-based management. The food component of the nutrition strategy focused on the existing Pin programme.



Among its most important characteristics, the following can be highlighted: a) the promotion of a set of interventions that went beyond the distribution of food, b) the complementarity of interventions and the political coordination within public bodies and between non-governmental organizations and public bodies, c) the decentralization of interventions, delegating administrative, financial and political responsibilities to regional and municipal governments, and d) funding through “results-based budgeting”, a funding tool that enabled public expenditure to be transparent and focused.<sup>12</sup>

### **Results-based budgeting programmes under the Ministry of Economy and Finance (MEF)**

“RBB (results-based budgeting) is a public management strategy that ties the attribution of resources to measurable products and results in favour of the population, requiring the existence of a definition of results to be obtained, the commitment to obtain such results above other secondary objectives or internal procedures, the determination of those responsible, procedures generating information from the results, products and institutional management tools, as well as accountability. RBB is implemented progressively through budgetary programmes...”<sup>1</sup>.

There are currently 74 results-based budgeting programmes. In addition to enabling transparency and efficiency in the use of public funds, the existence of these programmes reflects priority areas of public investment for which there is multiyear public funding, accessible to sectoral ministries and regional and local governments.

1 - Ministry of Economy and Finance, [www.mef.gob.pe/index.php?option=com\\_content&view=article&id=2122&Itemid=101162&lang=es](http://www.mef.gob.pe/index.php?option=com_content&view=article&id=2122&Itemid=101162&lang=es)


These changes, which occurred in the middle of the 2000s, helped to establish the fight against malnutrition as a priority in the public agenda. First there was firm political leadership on the part of the government, reflected in the practical application of the strategy. Thus, the executive authority placed CRECER under the direct control of the Presidency of the PCM (Council of Ministers) through the CT-CIAS (Technical Secretariat of the Intersectoral Commission for Social Affairs). This gave CRECER sufficient legitimacy and political advantage to convene other ministries and coordinate the activities of public bodies.

### **The role of civil society: IDI (the Initiative against Child Malnutrition) and the MCLCP (consultative body for the Fight against Poverty)**

The international organizations and civil society entities played a decisive role in convincing governments to give priority to the fight against malnutrition. In particular, IDI (the Initiative against Child Malnutrition)<sup>1</sup> created at the beginning of 2006, helped to prioritize the attribution of resources and the formulation of public policies. One of the main results of IDI's advocacy work was the launch in 2006 of a campaign endorsed by ten candidates to the presidency, who signed an act undertaking to make the fight against malnutrition a priority of their government if elected. The written undertaking by the candidates was to reduce chronic malnutrition by 5 percentage points in children under the age of five, in the following five years (5x5x5) until 2011 and to close the existing urban-rural divide. The president elect, Alan García, undertook to reduce child malnutrition, raising the goal to 9 percentage points – by an error of interpretation – giving priority to children under the age of three that were the most vulnerable regarding nutrition and poverty. Furthermore, IDI carried out a lobbying campaign with the regional public authorities that resulted in the Lima Declaration on Child Malnutrition, signed by the regional presidents, who undertook to reduce chronic child malnutrition by 5 percentage points by 2011.

*[to be cont.]*

1 - IDI is a coalition encompassing different institutions: Action contre la Faim (ACF), ADRA Peru, CARE Peru, CARITAS Peru, United Nations Children's Fund (UNICEF) United Nations Population Fund (UNFPA), Future Generations, Nutritional Research Institute (IIN), MCLCP (Consultation body for the Fight against Poverty), United Nations Food and Agriculture Organization (FAO), Panamerican Health Organization (WHO/PAHO), International Plan, PRISMA, World Food Programme (WFP) and USAID.



The work of MCLCP (consultative body facilitating consultation and communication in the fight against poverty) has also been important. MCLCP, created in 2011, is a body in which State institutions and civil society participate to adopt agreements and coordinate activities to combat poverty in each region, department, province and district of Peru. Its main function is to monitor implementation of the different state programmes. Starting with the commitments made by regional political authorities, MCLCP succeeded in obtaining political undertakings from candidates to district and provincial governments to combat child malnutrition and achieve reduction goals in the country's provinces and districts. It was this important initiative that succeeded in obtaining political undertakings at the various levels of government. The initiative "Vote for childhood" led by MCLCP enjoyed the participation of different institutions from civil society in the regions.

Civil society is still concerned with nutrition, carrying out advocacy with the Government through IDI and MCLCP.

With the new government of Ollanta Humala, elected President of the Republic in 2011, a new Ministry of Inclusion and Social Development (MIDIS) has been created as the coordination body for policies at intergovernmental and intersectoral levels. In 2012, MIDIS issued guidelines for coordinated intersectoral and intergovernmental management aimed at reducing chronic child malnutrition, within the framework of development and social inclusion policies<sup>13</sup>. Then the national strategy for development and social inclusion *Include to Grow* was adopted, under MIDIS coordination, with the fight against child malnutrition as its core concept. This strategy maintains the same focus as its predecessor *CRECER*, thus ensuring the consistency of policies in this field.

The general objective of the MIDIS strategy is social (priority to "social inclusion"), but does not neglect the economic dimension. On the one hand, main line 4 emphasizes economic inclusion as a means of achieving social inclusion. On the other, the government reminds us of the impact of inclusion on economic development, as reflected by the very name of the strategy, *Include to Grow*, which was finally chosen instead of *Grow to Include*. Similarly, it is stressed that "*Nutrition deficiencies among children, especially the under-threes, are not only a health problem, but also limit the country's development*".<sup>14</sup>

### Peru's participation in the SUN project

Peru's participation in the Scaling Up Nutrition (SUN) initiative also reflects the State's interest in nutrition. The decision to participate was taken by ex-President Alan García and confirmed by the new President First Lady Nadine Heredia whom has become involved in this initiative and is member of SUN's Leadership Group. SUN's Focal Person in Peru is Juan Pablo Silva, Vice Minister of MIDIS.

Unlike other countries, SUN's participation was not decisive in defining the fight against malnutrition as national priority. SUN's priorities in Peru are those defined by the government within the framework of its own national agenda. Thus, in 2012, SUN's Focal Person identified the following three main commitments in order to progress in developing nutrition in the 12 months following up to September 2013:

- "*institutionalize the fight against Chronic Child Malnutrition (CCM) as key objective in Peru's social policy;*
- *promote the guidelines recently launched by the Ministry of Development and Social Inclusion, which establish the districts selected and the interventions effective for fighting chronic malnutrition; and*
- *improve intergovernmental and intersectoral coordination in order to achieve better result*".

The *Include to Grow* strategy coordinated by MIDIS thus appears as the essential tool for achieving these objectives.

The Government has adopted a suggestion from civil society and has requested that Peru be included in the list of countries in which LANCET 2013 will be launched in June 2013.

1 - <http://scalingupnutrition.org/es/sun-countries/peru/priorities-opportunities>

13 - The same year, the Ministry of Economy and Finance (MEF) approved guidelines for investment for the reduction of chronic child malnutrition in the framework of the national system of public investment.

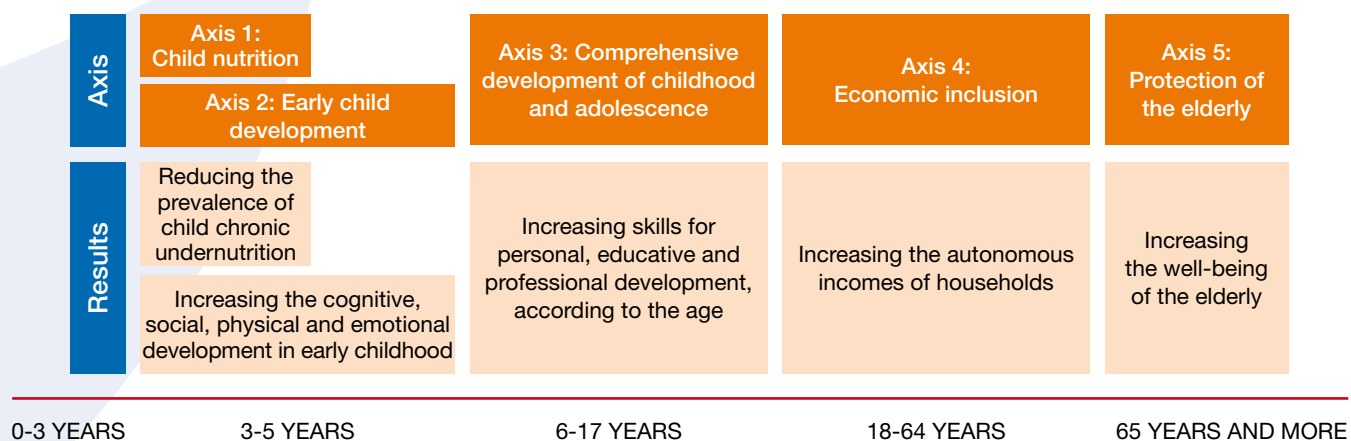
14 - MIDIS, 2012, 3.

Despite progress, there is a need to intensify efforts to promote better vertical integration of policy interventions at regional and local levels. The existence of greater influence on the part of the Executive was vital in explaining the success of better intersectoral coordination in the fight against malnutrition. For greater progress to be made it will be necessary to reinforce the means of regional and local governments, without government dropping its role as central actor in coordinating political initiatives.

## IMPLEMENTATION OF POLICIES FOCUSING ON NUTRITION

### FOCUS ON POLICIES AIMED AT REDUCING CHRONIC CHILD MALNUTRITION

The *To Grow* strategy, and later *Include to Grow* strategy, provide a strategic framework for the fight against malnutrition. The strategy approved at the beginning of 2013 seeks to reduce divides, through focusing on the vulnerable and poor population (Population in Process of Inclusion, PePI), which represents 16% of the total population. It should be emphasized that 93.5% of these people live in rural zones. Activities have been defined around five strategic lines according to the life cycle approach: Child Nutrition, Early Childhood Development, Overall Child and Adolescent Development, Economic Inclusion and Protection of the Elderly (*Chart 8*).

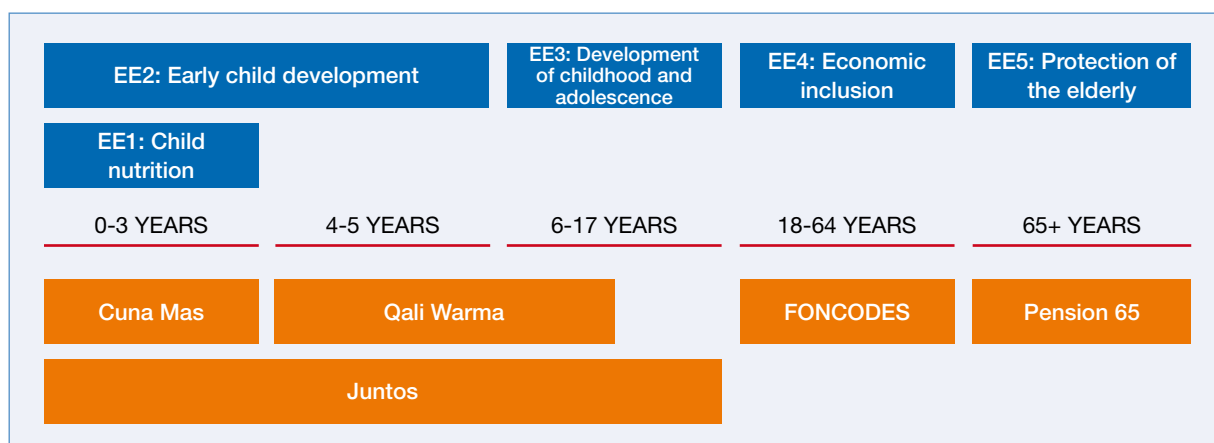


**Figure 8: The core concepts of the Include to Grow strategy**

Source: MIDIS

Various programmes carried out by different Ministries contribute to the Include to Grow strategy. MIDIS has a double role:

- First, it ensures the strategy's intersectoral coordination ;
- Secondly, it executes social programmes under different core concepts, as shown in Chart 9.



**Figure and table 9: MIDIS social programmes and the Include to Grow strategy**

Programme	Objective	Scope	Beneficiaries	Budget
National school feeding programme – Qali Warma (replaces PONAA)	Providing a quality food service for children beginning school (as from 3 years of age) and primary level in public schools throughout the nation.	National	2.7 million children in more than 47,000 public schools	S / . 900,000,000 (263,700,000 €)
FONCODES	Generating temporary employment and reducing poverty.	National (QI, QII specifically rural)	1 195 416 342 through projects	S / . 655,398,161 (192,032,000 €) (2012)
CUNA MAS	Improving child development in children aged under 36 months.	Based in the National Programme Wawa Wasi	78 786 children aged between 6 and 36 months	S / . 241,000,000 (70,600,000 €) (2013)
JUNTOS	Reducing the restrictions of extreme consumption and improving the human capital of the most deprived households.	19 departments	722 646	S / . 849,294,865 (248,843,000 €)
PENSION 65	Reducing the income vulnerability of the elderly (> de 65) and helping them towards a better life.	Apurímac, Ayacucho, Puno, Huancavelica, Ica y Huanuco	167 892	S / . 214,271,441 (62,782,000 €)

Concept 1 of *Include to Grow* uses the Guidelines for coordinated intersectoral and intergovernmental management aimed at reducing chronic child malnutrition, within the framework of development and social inclusion policies that had been adopted in 2012, given that it was considered a political priority. The aim is to reduce CCM to 10% by 2016. In August 2012, the national government and regional governments signed a National commitment for the coordination of the fight against CCM with coverage targets and effective sectoral and regional interventions to achieve these targets.

Within the logical framework used, one of the intermediate results considered is the improvement of households' food security, for which MIDIS envisages the inclusion of the agricultural sector. The strategy to reduce CCM therefore specifically includes agricultural policy measures.

Concept 4 of *Include to Grow*, entitled *Economic inclusion*, is also likely to have an indirect impact on food security and nutrition. Indeed, MIDIS establishes an explicit relationship between improving the economic and social situation on the one hand, and fighting against malnutrition on the other. Thus, its guidelines for focusing on interventions in favour of productive development and the generation and diversification of income (concept 4) are based on two criteria: a) location in districts with more than 40% of monetary poverty or b) location in districts having priority for interventions concept 1.

## THE IMPLEMENTATION OF POLICIES TO FIGHT AGAINST OVERWEIGHT AND OBESITY

As in many other countries, overweight and obesity have reached worrying levels in Peru, becoming a public health problem. The basic causes are a nutritional imbalance in the diet and a lack of physical exercise, very frequent in the cities.

The new government has also demonstrated its will to fight against the poor diet of children and young people through the *Law to promote healthy eating for children and adolescents*, commonly known as “the anti-junk food law”, passed on 16 May 2013. Its objective is the “promotion and effective protection of persons' right to public health, to growth and appropriate development”. It foresees:

- The incorporation of nutrition education into curricula;
- Information actions for pupils and parents;
- Promotion of physical activity;

- Rules on the choice available in school shops and canteens at basic education level, which must offer only healthy food and drink;
- Creation of an Observatory on Nutrition and the Study of Overweight and Obesity;
- Regulation of advertising aimed at children and adolescents that encourages immoderate consumption of food and drink containing trans fats, high sugar content, sodium and saturated fats;
- Calendar for the gradual reduction and elimination of foods containing trans fats.

## LIMITED INVOLVEMENT OF MINISTRY OF AGRICULTURE

Whereas since 2005 governments have made nutrition a national priority and have implemented specific social and health policies, the Ministry of Agriculture has until recently remained outside this process<sup>15</sup>.

On the one hand this has to do with the Ministry's focus on the sector's competitiveness, agro-export and promotion of large businesses (see page 22). This approach assumes that through freeing the markets the problem of food availability can be resolved. In the same way, economic growth should generate sufficient jobs and income for the population to satisfy its basic needs, including those aspects connected with food. Consequently, and until 2012, the Ministry of Agriculture had no specific objective regarding food security. On the other hand, the ministries in charge of social affairs and health did not really look for ways to associate the Ministry of Agriculture in formulating strategies and programmes to fight malnutrition. The Ministry of Agriculture was not associated with the *Include to Grow* strategy, the *JUNTOS (together)* programme or the *Coordinated Nutrition Programme*.

Nevertheless, the situation has been evolving since the election of the new president Ollanta Humala. First, the *Include to Grow* strategy coordinated by MIDIS explicitly establishes areas in which the Ministry of Agriculture must contribute (*Concepts 1 and 4*). Secondly, MINAG is charged with coordinating the preparation of a proposal for a national strategy on food and nutrition security, which reflects the explicit will to incorporate the nutrition dimension.

It should be added that the new priority given by the Ministry to food security and small-scale production – priority reflected in the *2012-2016 multiyear sectoral strategic plan (PESEM)* for the sector – facilitates its rapprochement with the nutrition topic, although PESEM does not specifically mention it.

15 - The 2004-2015 food security strategy focused on nutrition. However, due to the election of Alan García as President of the Republic, it was never implemented.



# ANALYSIS OF THE FOOD AND NUTRITION COMPONENT OF AGRICULTURAL POLICIES

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## THE MINAG FOCUS: AGRO-EXPORT, MARKETS, COMPETITIVENESS, BUSINESSES

The Ministry of Agriculture is currently made up of four directorates (agricultural competitiveness, infrastructure for hydraulics, forestry and wildlife, agricultural competitiveness and agricultural environmental issues)<sup>16</sup>, as well as its three programmes (*the AGRO-RURAL programme for rural agricultural productive development, Rewards programme for competitiveness, Subsectoral irrigation programme*) and its three public bodies (*National Water Authority? National Agricultural Health Department and National Institute for Agricultural Innovation*).

In the second decade of the 2000s, agricultural policy's priority was to place Peruvian agriculture on the world market via rapid production growth, and in particular agro-exports (both traditional and non-traditional), based on competitiveness, irrigation, private capital investments in large farms and in the development of production chains. Foreign capital investment was facilitated, in particular in irrigation agriculture on the Pacific Coast.

Food security and improving the population's nutritional status were not part of the objectives of the agricultural policy itself. Neither were the possible negative effects of the economic policies on nutrition taken into account. Thus:

- The cultivation of quinoa was promoted with a view to export, without regulating its price on the domestic market. In just a few years, due to the strong demand on the world market, its price has multiplied by four or five, with the result that many poor families stopped eating it and replaced it with less nutritional foods (potatoes, wheat-based foods, etc.);
- Peasants having the opportunity to produce for the world market (quinoa, fruit, etc.) tend to replace their home-grown farm foods with market-bought foods, often imported (wheat) – which are less varied and have less nutritional value.;
- The national market opened up to competition from imported agricultural and food products as a result of Peru's signing the WTO agreements and different free trade agreements, forcing the price down of certain national agricultural products (e.g., impact of the price of imported rice on the price of potatoes), at the expense of the peasants. As underlined by Eduardo Zegarra, researcher in GRADE

<sup>16</sup> - The creation of a new Livestock Department was announced on 1 June.

(Analysis for Development Group), “market liberalization brought with it a deterioration in the terms of exchange between the city and country” at the expense of the latter;

Neither was nutrition objective of the agricultural research policy.<sup>17</sup>

## CHANGES IN STRATEGIC AND OPERATIONAL AREAS

### STRATEGIC CHANGES

#### ■ The Multiyear Strategic Plan

The agricultural policy of the new government is part of PESEM, the 2012-2016 Multiyear Sectoral Strategic Plan. It reaffirms competitiveness as the principal objective of the agricultural sector (“competitiveness” pillar), with particular emphasis on promoting irrigation and agro-export (yearly growth objective of 20%, while the growth objectives for the PIB of the whole sector and food availability are 5%). Nevertheless it is explicitly stated that this competitiveness must be part of “sustainable and inclusive development”. Greater emphasis is placed upon small-scale agriculture (“inclusion” pillar), and its organization (“management” pillar), giving priority there too to access to the markets and competitiveness (for the domestic market, and also exports through ecological and organic production). The food security objective is mentioned through the national food supply.<sup>18</sup> Sustainable production is also one of the objectives, in view of the extreme fragility of cultivated ecosystems, confronted as they are with demographic pressure, certain agricultural practices and climate change. As for the nutrition objective, it does not appear explicitly in PESEM, although child malnutrition is mentioned along with the deficiency in micronutrients as part of the social issues of agriculture.

Of the eight results-based budgeting programmes in the agricultural sector, three are in the “competitiveness” pillar, five in “sustainability” (including one for small irrigation) and none in “inclusion”.

#### ■ The national strategy for food and nutrition security

At the end of Alejandro Toledo’s presidency, a *2004-201 National strategy for food security*, prepared since 2002 by a multisectoral committee, was adopted via a supreme decree. This strategy referred to the different life cycles and in particular to nutrition issues (chronic malnutrition, anaemia, vitamin A deficiency) in the womb and during the first 24 months of life.<sup>19</sup> Nevertheless, this strategy had no governing body or regulations and was not applied.

At the end of 2012, the new government issued a decree for the creation of *Commission to develop a national strategy for food and nutrition security for 2013-2021*, with the participation of some 30 institutions and organizations, including the public sector (ministries, regional and municipal government networks), agricultural associations, and civil society and cooperation agencies. The Commission, under the coordination of the Ministry of Agriculture, has the task of reviewing the current food security strategy and proposing a new strategy with a right to food and territorial development approach. The new proposal should be available in July 2013.

The Commission uses a food and nutrition security concept and a conceptual diagram (problem tree and logical framework) derived from those adopted by FAO for food security. In a provisional document there is no overall view that enables identification of the specific role that can be played by food availability in combating malnutrition in the different stages of life. The nutrition indicators (in particular reduction of CCM and anaemia in pregnant mothers and children under three years of age, reduction of vitamin A deficiency in children over three years of age, reduction of overweight in the adult population) appear connected exclusively with the “utilization” component (water and sanitation, kitchen improvement, taxation of unhealthy food, promotion of breastfeeding, health services).

17 - Regarding biofortification, it should be mentioned that the International Potato Centre (CIP) and the Action against Hunger Foundation have worked on crossing native varieties in order to obtain and disseminate potato genotypes with higher concentration levels of iron. To date this has not been taken up as part of the national food and nutrition policy, which is also coherent with the fact that, to date, there is no evidence that consuming biofortified potatoes has an effect on iron levels. The Action against Hunger Foundation is planning to carry out this study in 2013-14.

18 - In line with this plan, the Ministry of Agriculture has just established an objective of increasing milk production by 50% in the coming years, for national consumption.

19 - Ministry of Agriculture, [www.minag.gob.pe/portal/marco-legal/seguridad-alimentaria/estrategia-seguridad-alimentaria](http://www.minag.gob.pe/portal/marco-legal/seguridad-alimentaria/estrategia-seguridad-alimentaria)



At the basis of the provisional document to which we had access, there is therefore the risk that the concept of food and nutrition security will be seen in juxtaposition with:

- On the one hand, the “food availability” component under the agricultural sector;
- On the other, a “Utilization” component, considered as a “nutritional” component, which covers use of foods, prevention and health care, health conditions in the home, water treatment, education (in particular) of mothers, food assistance and food fortification under other sectors;
- With a contribution to access to foods both from agricultural policies (revenues) and from social policies (jobs, incomes);
- With probable sharing of responsibilities on the “Stability component.

According to the final contents of the new food and nutrition security strategy, it can be supposed that, once the strategy is defined, there will be some changes to the current agricultural policy. The effective incorporation of nutrition objectives and coordination with the other sectors involved in nutritional policies are among the questions.

### ■ **Legislative initiatives on food security**

In parallel with the preparation of the food and nutrition security strategy by the executive, new proposals for legislation on food security have been presented by members of Congress. Seven of these proposals have been merged, and one single draft law should be proposed to Congress. Proposals referring to food sovereignty caused concern in certain sectors due to the possibility of questioning Peru’s commercial agreements (WTO, free trade agreements) and, finally, are not likely to be put to the vote.

Despite some efforts to achieve coordination between the two processes – mutual invitations to meetings, initiative to debate on the MCLCP together – there is no real coordination between work on the strategy and legislative initiatives, thus meaning a risk of contradictions between the two.

## **CHANGES IN THE OPERATIONAL AREA**

Changes in the operational area can be seen to date in the strengthening of programmes and projects aimed at peasants and the creation of new ones (*see below*).

## **PROJECTS FOCUSING ON SMALL-SCALE FARMERS AND THE PEASANTRY**

While the Ministry of Agriculture has not prioritized family farming, there are nevertheless different projects that look at how to support this sector specifically. These projects are mainly based on funding from external cooperation and depend on MINAG’s *AGRO RURAL* programme. In general, the idea mainly is to promote peasants’ access to the market, via agribusinesses. Nevertheless, the aim of increasing the availability of varied foods produced for family consumption is generally present, but without going deeply into the nutrition topic. As a rule, the contents and intervention methods of these projects can contribute indirectly to food and nutrition security objectives.

## **AGRO RURAL PROGRAMMES AND PROJECTS**

Various Ministry of Agriculture projects are aimed at strengthening the economy of small-scale production. The greater part of these projects depend on the *AGRO RURAL Agro-Rural Productive Development Programme*, an executive unit of MINAG created in 2008 by merging different programmes and projects linked with developing agriculture and livestock among families in the High Andes. Its mission is to “design, manage and promote agro-rural development models that facilitate the coordination of public-private investments that contribute to poverty reduction and inclusion of rural families”.<sup>20</sup> *AGRO RURAL* is currently being restructured with the support of FAO, the aim being to install integrated rural services platforms in different zones of the country. The different projects assigned to *AGRO RURAL* favour the generation of



assets and opportunities for small producers. There is no explicit objective to improve nutrition, neither are there indicators on nutrition. Nevertheless, it is supposed that combating poverty, and reinforcing asset levels, economic conditions and incomes for small producers will have a positive influence on the nutritional status of the population. The methods, contents and results of interventions in the AGRO RURAL programmes and projects indicate possible positive effects in being able to contribute to the improvement of the nutritional status of beneficiaries, in particular:

- **Selection of beneficiaries:** focus on the poorest populations and territories (with 158,032 families benefitting in 2012) and frequent gender focus;
- **Types of investments and funded activities:** activities that enable production of varied and highly nutritive foods (small livestock in particular) and a more regular supply throughout the year and/or from one year to another (small livestock, irrigation, transformation and preservation of products); prevention and protection against the frosts that affect the peasants' livestock capital and crops; activities to preserve natural resources (forestry and reforestation, recovering sidewalks, conserving lands and pastures) that enable more sustainable production.;
- **Overall effects in the capitalization of families** and improved living standards.

The overall budget of the AGRO RURAL area departments was 158 M new Soles in 2012.

Without claiming to be exhaustive, we shall now look at the *Aliados* (Allies) programme and the *Southern Sierra* and *Northern Sierra* projects.

## Aliados

ALIADOS – The Programme for Support to the Productive Rural Alliances of the Sierra –promotes the development of productive rural initiatives through the generation and consolidation of rural businesses (for better market-coordinated peasant economies) and community productive projects (for the less market-coordinated). It acts as a grant fund: peasant families present proposals to project competitions. The programme began in 2008 for a period of 5 years and is planned to close in July 2013. It receives funding from the World Bank (US \$20 million per year). It should be increased for a similar amount. In total, by the middle of 2012 the programme had benefitted 52,000 families (1,750 projects).

Various elements imply that the programme has a positive nutritional impact<sup>1</sup>:

- The departments where the project is implemented are among the poorest in the country (Apurímac, Ayacucho, Huancavelica, Huánuco, Junín, Pasco);
- Among activities that can be financed by the grant fund for support to community development (community productive projects), are activities to improve food (diversification of production and food availability) “*aimed towards strengthening and improving the diets of peasant families*”;
- Among types of investments requested by families is a noticeable predominance of investments in small livestock (guinea pigs, fowls), cattle, sheep, pig and alpaca breeding, as well as aquaculture. The increased availability of food with animal proteins is a key factor in improving nutrition (iron-rich foods, available throughout the year, etc.), in particular for pregnant women and infants. - Also, many projects include irrigation infrastructures that enable a more varied and regular diet throughout the year. It must be pointed out that the programme is one of the few that obtain subsidies for the purchase of individual assets, which is derogation from the rules on public investments.
- While the selection of business projects is based on a cost-benefits evaluation, that of community productive projects is based on the evaluation of cost effectiveness, with priority given to projects presented by women.

Despite the fact that the indicators used to evaluate the programme (improvement of incomes, assets and net production value), are not in the nutrition category, results indicate an improvement in the standard of living, which facilitates the reduction of malnutrition.

<sup>1</sup> - 15.5 M€. The World Bank contribution represents 58% of the ALIADOS budget, with the Government providing US \$7.8 M (23%) and the beneficiaries US \$7.1 M (20%).

<sup>2</sup> - Aliados programme 2011, and programme report.

## Southern Sierra and Northern Sierra

Two projects under AGRO RURAL benefit from FIDA funding:

- Sierra Sur II, a project to strengthen the markets, diversify incomes and improve living conditions in Peru's Southern Sierra, works with poor Quechua and Aymara families in the country's Southern Sierra to help improve the management and quality of productive natural resources, increase opportunities to generate incomes, enhance the status of traditional knowledge, develop local businesses, and gain access to product and service (in particular financial) markets. The total cost of the project is US \$34.5 M<sup>I</sup> for the whole duration of the project (2005-2013), with 15,000 beneficiary households.
- Sierra Norte, a project to strengthen assets, markets and rural development policies in the Northern Sierra, aims to improve the capacity of producers to make the most of their assets and take advantage of opportunities to generate income in the Northern Sierra. Among other activities, the project promotes competitions for rural peasants on natural resource management planning. The total cost of the project is US \$23.4 M<sup>II</sup> for the whole period 2009-2014, with 20,000 beneficiary households.

While the objectives of these projects do not include any that are specifically nutritional, it can be supposed, as with the case of Aliados, that its focus on poor territories and populations, its contents and intervention methods (in particular a gender focus) can contribute indirectly to improving the nutrition of beneficiary families. Thus, as indicated in the 2012 mid-term review report of the Sierra Norte project, this project has enabled the creation of kitchen gardens, small livestock breeding, cattle breeding for milk and meat production and transformation of local products.

The evaluation of the Sierra Sur project includes a nutrition indicator (rate of chronic malnutrition in children under 5 years of age), using statistics that exist for each district as a whole where the project is operating (with, on average, a drop in CCM from 36% to 22% between 2009 and 2005). This indicator is used to reflect the poverty in the district. It is considered that, "[the project] demonstrating that it has an impact on the incomes and assets of families, part of the reduction in child malnutrition can be attributed to it. Nevertheless, it is specified that it is not possible "to estimate the attribution gap, since [the project does not have] a package of services or specific strategies to reduce it" .<sup>III</sup>

I - 26.7 M€ – II - 18.1 M€ – III - Sierra Sur project, 2012.

## THE MI RIEGO PROJECT

In 2013 there has been a newcomer to add to these AGRO RURAL programmes – a new programme, *Mi riego* (My irrigation), executed by the Ministry of Agriculture, which reflects both the priority given to the Sierra's small-scale agriculture and the priority given to irrigation. *Mi riego* is a fund with large public resources (1,000 million Soles yearly, to be compared with the total of the previous budget of the Ministry of Agriculture: 1,300 million soles<sup>21</sup>). Its purpose is to finance and execute public (national, regional and local government) investments for irrigation in favour of 250,000 rural people (40,000 ha) in the high Andean areas (altitude has to be more than 1,500m above sea level) living in poverty and extreme poverty.

The existence of a minimum size requirement for irrigation areas to be for the programme (contiguous area of 500 ha) can limit the programme's ability to assist small-scale production. Therefore, consideration is currently being given to making the rule more flexible (possibility of joining 20 separated mini-projects)<sup>22</sup>.

## MI CHACRA EMPRENDEDORA – HAKU WIÑAY (FONCODES)

The productive development project *Mi chacra emprendedora – Haku Wiñay* (My enterprising little farm – we are going to grow) is not executed by MINAG. It is one of the main projects of FONCODES, which itself is part

21 - Respectively 293 y 381 M€.

22 - For its part, AGRO RURAL is implementing a programme of small reservoirs for irrigation, with greater flexibility to benefit dispersed rural populations, with an annual amount (2012) of 20.6 M soles (6.4 M€) (7,549 beneficiary families).

of MIDIS. The project is part of the *Productive Development* component of Concept 4 *Economic inclusion* of the *Include to Grow* strategy. It reflects the determination of MIDIS to promote an integral approach to the fight against poverty and for social inclusion. It can be considered as a socio-economic development project with a strong agricultural component. In reality it picks up previous experiences from projects driven by NGOs and projects supported by FIDA and the Ministry of Agriculture, as well as government projects located in some districts of the Sierra: *Mi chacra productiva* (My productive little farm), a project implemented in 2009/2010 for users of the *JUNTOS* (Together) programme and three *Mi chacra emprendedora* projects with support, respectively, from FAO (2011/2012) and the Action against Hunger Foundation (2012/2013)<sup>23</sup>.

Two of the four components<sup>24</sup> are more likely to help improve the nutritional status of families:

- The **strengthening and consolidation of production systems**, which includes among others topics such as small livestock breeding (hens and guinea pigs) and crop diversification;
- The **improving the healthy home** component with, in particular, the topic of healthy water.

At the same time the project, based on a network of local leaders known as *yachachiqs*, is seeking how to promote intersectoral work, in particular with the health sector.

The evaluation of the *Mi chacra productiva* project includes different productive, economic and social indicators, including morbidity indicators for acute diarrhoeal diseases (ADDs) and acute respiratory infections (ARIs) in children below five years of age.<sup>25</sup> However, it does not include specific indicators for nutrition. Whereas the base line of the new *Mi chacra emprendedora* project will consider indicators for child nutrition so as to be able to evaluate the impact in this area.



23 - The current project, which is just starting, benefits from a budget for 2013 of 60 M soles (17.6 M€), and amount that should increase to 120 M soles (35.2 M€) in 2014. The objective of the project is to “[develop] the productive capacities and capacities for rural ventures in rural households living in extreme poverty, so that they contribute to generating and diversifying incomes, as well as improving access to food security”. It consists in providing training services, technical assistance and supplying assets for the use and direct benefit of the PePI (population in the process of inclusion). One of the project’s limitations is that, to date, it does not benefit from the exemption to the public finance regulations that would allow it to fund assets for individuals.

24 - The two other components are that of promoting inclusive rural businesses and that of financial capacity-building.

25 - FONCODES, 2012.



# COORDINATION BETWEEN AGRICULTURAL POLICIES AND OTHER SECTORS IN NUTRITION<sup>26</sup>

There are currently two main processes for, among others, improving the nutritional status of the population, and which directly involve the agricultural sector: the *National Strategy for Development and Social Inclusion Include to Grow* and the *National Strategy for Food and Nutrition Security*.

The existence of these two processes raises two institutional and operative issues: a) the risk of contradictions; b) the effective coordination of agricultural sector interventions with other interventions (whatever the global process chosen between the two processes).



## A RISK OF CONTRADICTIONS

Regarding the risk of contradictions, it must be pointed out that the SAN strategy is aimed at the entire population – “a more global strategy”, as stressed by Fernando Castro, Director of Agricultural Policy at MINAG – whereas *Include to Grow* focuses on the poorest and most vulnerable part of the population. However, there is some superposition between the two strategies, i.e. there are common intervention areas in each of the strategies: indeed, all the components of the health, social, educational, and infrastructure policies that have an influence on the availability of nutritional foods in the most vulnerable households are part of Concept 1 of the *Include to Grow* strategy.<sup>27</sup>

The superposition of the two strategies is not necessarily a problem, as long as there are the same focuses and contents in the common areas and that there are no contradictions. And that raises the need for a form or body of coordination between the two strategies.

Whatever the solution found, the main thing is to ensure effective coordination between the agricultural sector’s interventions and other interventions (issue b).

26 - There are other coordination problems, especially, as we have mentioned, the question of coordinating the work of the national commission in charge of developing a national strategy for food and nutrition security and legislative initiatives. In another field, the government’s desire to develop the supply of school meals on local supplies (*Qali Warma* programme) requires coordination between social policies and agricultural policies.

27 - Similarly, all agricultural sectoral interventions influence the socio-economic conditions of the most vulnerable households (PEPI), and should be part of Concept 1 of *Include to Grow*.

## EFFECTIVE ARTICULATION OF AGRICULTURAL SECTOR INTERVENTIONS WITH OTHER INTERVENTIONS

### WHAT IS PLANNED IN THE INCLUIR PARA CRECER (INCLUDE TO GROW) STRATEGY?

The *Include to Grow* strategy promotes an orientation by all sectors and government levels in favour of poverty reduction, by focusing on the 4.8 million vulnerable, poor people, who are in the great majority (93.5%) living in rural areas. Concept 1, *Infant nutrition* (0 to 3 years of age) covers budgetary programmes executed by the Ministry of Health (in particular the *Coordinated Nutrition Programme*) and MIDIS (*Cuna más*, *JUNTOS*, *FONCODES*) and MCVS - Ministry of Housing, Construction and Sanitation (*National Rural Sanitation Programme* - PNSR). The participation of the Ministry of Agriculture (AGRO RURAL) and the Ministry of Education is explicit, but there are currently no budgetary programmes to finance such interventions.

The contents of the logical framework indicate a lack of definition as to how the agricultural sector could contribute concretely to the general objective. One of the intermediate results considered is an improvement in households' food security, to which two outcomes correspond, i.e. "small-scale farmers gain access to land entitlement and projects to improve food production", with emphasis on irrigation. These are general outcomes and are not clearly related with what could be specifically expected from agriculture from an anti-CCM combat perspective. The "evidence" mentioned to justify the expected "outcome" in the logical framework refers to very general theories and studies on land entitlement and on irrigation, or in very different contexts (China, India, etc.) and not to evidence and lessons learnt in Peru or in similar contexts on interventions in agriculture that would enable food security and nutrition to be improved.<sup>28</sup>

As for Concept 4 of *Include to Grow*, MINAG's contribution is explicitly included but it is not concretized and its possible coordination with other interventions is not defined. The *My enterprising little farm – Haku Wiñay* project under FONCODES in some way makes up for this lack, with a true desire for coordination between different types of intervention.

### ... AND WHAT WILL BE PLANNED IN THE FOOD SECURITY AND NUTRITION STRATEGY?


As for the *National strategy for food security and nutrition*, being developed under MINAG coordination, we have seen that it makes explicit mention of the nutrition question, which, according to Guillermo Rebosio Arana, Director-General of MINAG's Planning and Budget Office, is positive since "*it will oblige us to keep an integrated approach, and to coordinate with other sectors*". However, there is the risk of a mere juxtaposition of one "food security" component covered by the agricultural sector and another "nutrition security" component covered by other sectors.

If this view was taken, it would not be clear what type of coordination between the main concepts, i.e. in what way could each component contribute in a complementary manner to common objectives (food and nutrition security). And, in particular, in what way can the "availability" component ("to guarantee a sufficient supply of safe and nutritious foods with an adequate production level") contribute to nutrition results, through the actual characteristics of the agricultural products produced (nutritional composition, supply calendar, ability in maintaining the nutritional value during storage, transformation and preparation).

### TO SUM UP

The new government has confirmed the priority that the previous government had given to the fight against child malnutrition, a priority that originated in the undertakings made by the candidates to the 2006 presidential election. It seeks to approach the fight against poverty and malnutrition in an even more

28 - MIDIS, 2012 (1). Concept 1 of *Include to grow* adopts the Guidelines for coordinated intersectoral and intergovernmental management aimed at reducing chronic child malnutrition, within the framework of development and social inclusion policies that had been adopted previously in 2012, as this was considered a priority.



coordinated manner. While it complies with the emphasis on the fight against malnutrition among pregnant mothers and infants, it also shows its intention not to limit itself to these stages, as shown in the *Include to Grow* strategy.

At the same time, in agricultural policy the new government is endeavouring to inflect the direction of the previous policy, giving priority to small-scale production and food security<sup>29</sup>. The Ministry has developed a national food and nutrition security strategy. This creates opportunities to define guidelines on the manner in which agriculture can influence nutrition, and therefore for agricultural policy to contribute more efficiently to the fight against malnutrition.

However, effective coordination between the public interventions of the sectors involved in the fight against malnutrition (social, health, agricultural, infrastructure, education policies) raises a number of difficulties, not only operational but also due to differing perceptions (or lack of perception) of this coordination and the specific role of agriculture. In just a few words, we could say that:

- On the social policy side (MIDIS), there is a conviction that the agricultural sector has a role to play in the availability of nutritious foods, while on the other hand the accessibility and use components are the respective responsibilities of MIDIS and MINSA. Nevertheless, there is no explicit, precise demand concerning the kind of availability – i.e. what type of foods, with which characteristics, in what quantities, how frequently and regularly, with what kind of preservation or transformation – that is required in response to the nutrition deficiencies specifically identified for different types of population, territories and physiological stages (pregnant mothers and infants in particular). The tendency is to consider that the availability topic is within the agricultural sector's competence and therefore it is its responsibility to formulate a more precise definition of its contribution to the fight against malnutrition. *"MIDIS leaves each sector its competence"*, says a MIDIS civil servant, in explanation of why there is no request of this type to the Ministry of Agriculture, adding that *"the priority [from the MIDIS point of view] is that [nutrition] be MINAG's priority"*.
- From the agricultural policy side (MINAG), nutrition as a topic is even more recent and not very well understood, in the sense that the ways in which nutrition is different from and complementary to the food security approach are not always perceived or understood. There are no nutritionists in MINAG and the Ministry is little able to define precisely what could be its specific contribution to the fight against child malnutrition, beyond increasing farmers' incomes or – and this is more recent – the global availability of nutritious foods produced by peasant families for their own consumption (including reducing post-harvest losses by transforming products). Thus, a MINAG civil servant considers that, *"We will take charge of the production part; the nutrition part is more the responsibility of the social and health sectors"*. Nevertheless, there is also an expressed will to integrate the topics of crop diversification and food safety.
- Finally, from the Ministry of Health side, the approach is mainly on health and the tendency is to consider that supplements and fortified foods are sufficient to respond to nutrition deficiencies. Therefore, there is no real expressed demand to agriculture and agricultural policies. *"The problems of anaemia are not going to be resolved with food"*, says Oscar Aquina, Director of the National Food and Nutrition Centre (CENAN).
- The fact that there is no clear definition of what should be the agricultural sector's contribution in the availability issue makes it difficult to define complementary, coordinated interventions on the part of other sectors (educating mothers, hygiene, home improvement, preventive health).

There is awareness at State level of this lack of coordination and that there is a need to start to create the conditions for a deeper understanding between civil servants of the different sectors. For this reason, a MINAG civil servant suggests that *"what is needed is psychologists that help to change the chip in each person [doctors on one side, agronomists on the other]"*. It must be stressed that the question of coordination between the different interventions applies not only at national level in terms of general policy design, but also from the operational point of view at the regional and local government levels.

29 - In this respect, 2013 has been officially declared "Year of investment for rural development and food security".

# MAIN CONCLUSIONS AND RECOMMENDATIONS

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## MAIN CONCLUSIONS

In the last decade, Peru has demonstrated its strong commitment to fight against chronic child malnutrition and anaemia, with integral approaches that coordinate the interventions of the different ministries and government levels. The current government has reaffirmed the importance of the nutrition issue and in particular of this commitment, as part of an integral strategy for the development and social inclusion of the poorest and most vulnerable populations, with specific interventions designed in accordance with the different stages of life.

In fact, notable achievements have been made in reducing CCM (28.5% in 2007 and 18.1% in 2012, in children under five years of age). Over and above the impact of nutrition policies, there has been observed, as mentioned by Luis Espejo of ACF, *“a change in the population’s social behaviour, different standards are starting to apply”* concerning child development. Before, people *“didn’t think that small children had specific nutritional needs, the only concern was with child mortality, but now we are starting to see changes”*, adds María Elena Ugas, Child Nutrition and Development officer at UNICEF. Nevertheless, there are major differences between territories and social sectors, with a strong correlation between poverty levels and the still high incidence levels in the rural areas of Sierra and Selva. Alberto García de Romaña, Strategic adviser to FAO’s Regional Representation for Latin America and the Caribbean, considers that *“there is a marked reduction in CCM, but we’ve arrived at one level and the hardest is yet to come, working with the most scattered individuals. It’s a big goal”*. As for anaemia, levels in pregnant women and children are still very high, in particular in the same population segments, although the effect of anaemia is significant on all strata of the population.

In the meantime, the Ministry of Agriculture has remained outside the strategies to improve the population’s nutritional status. Aimed mainly at fostering the competitiveness of Peruvian agriculture in the external markets, agricultural policies have not responded to objectives concerning food security and support for peasant farming; neither have they incorporated the nutrition aspect. There are, however, various programmes and projects focusing on peasant farming and which are likely to have positive impacts on the population’s nutrition.

The new government has developed a more inclusive and sustainable view of agricultural policy and is increasing support for programmes aimed at the peasantry, in particular in areas of the High Andes. Similarly, the new government’s decision to develop a new food security and nutrition strategy reflects the will to incorporate the food security objective in agricultural policies and to coordinate agricultural policies with other sectoral policies influencing nutrition.



Nevertheless, to date there is no clear view of coordination between the different strategies and initiatives, first, between the *Include to Grow* strategy and the *National strategy for food and nutrition security* and secondly, between the latter and legislative initiatives in Congress.

Neither has there been any precise definition of the way in which agriculture – and therefore agricultural policies – can contribute in the fight against malnutrition and nutrition deficiencies, over and above general considerations on increasing the availability of varied products.

Agriculture's possible role in nutrition policy will not be exactly the same according to the different types of territories and populations. There is apparently a specific problem for a large part of the poor peasant population who are scarcely market-integrated and whose consumption is mainly on family-based agricultural produce and livestock (self-consumption). For this category there is a problem concerning the availability of nutritious foods, connected with the quantities and characteristics of their small farm's production (in particular, a diet that has little variety, with deficiencies in proteins and iron).

For the other segments of the population (urban population, rural population but better off and more market-integrated), there is no real food availability problem, since the market is able to supply varied products. However, at this level, public policies (agricultural, economic, commercial, government procurement, etc.) have another influence, i.e. in supply and demand regarding products and in prices for the different types of foods. In this respect it must be emphasized that freeing the markets has favoured the import of cheap foods with little nutritious value.

Better knowledge, which differentiates territories and social sectors, of the incidence of different types of deficiencies and causes of nutrition problems, and of differentiated achievements in the past decade in the fight against CCM and anaemia, would be very useful for defining the contribution of agriculture in the fight against malnutrition and nutritional deficiencies.

The design and implementation of methods for the effective involvement of the agricultural sector in nutrition and for the coordination of its interventions with other sectors are important challenges, both at national and at regional and local government levels.

## RECOMMENDATIONS

### IMPROVE INFORMATION QUALITY AND DATA IN VARIOUS AREAS

There are two fields in which it is necessary to complete and go more deeply into the information available: a) the nutritional status of the population, and b) the agriculture/nutrition relationship and what has worked and not worked in the fight against malnutrition. The government, the research bodies and international cooperation can contribute to this objective.

#### ■ Complete information on the nutritional status of the population

Peru has good statistics on CCM and anaemia. However, knowledge on the nutritional status of the population needs to be completed with data on the other types of deficiencies (in particular Zinc and Vitamin A). Also, it would be useful to have studies on the prevalence of malnutrition (global, acute and chronic) and anaemia that take into account the different agro-ecological levels of the Peruvian Andes and seasonality. Other variables relating to the environmental and socio-economic context could also be taken into account (for example, climate, presence of infestations and insects, temperature or access to markets).

#### ■ Deepen the analysis of the agriculture/nutrition relation and of what has worked and what has not worked.

The causes of CCM and the different deficiencies are many. Also, the achievements of the past decade, particularly in the fight against CCM, are explained by a set of factors (among which effective coordination of interventions). Different studies have gone deeper into these topics and deserve to be fully assessed. Nevertheless, correlation between the type of agriculture and the nutritional state of a household merits deeper analysis, as well as:



- The nutritional impact of productive strategies implemented by public (Agrorural projects, *Mi chacra productiva*) or private (NGOs) institutions;
- Some aspects relating to the achievement and limitations of interventions in nutritional policy, differentiating the types of social sector, in particular peasant populations whose diet is mainly based on self-consumption.

The main idea is to take advantage of lessons learnt and to define the most relevant, effective and efficient types and intervention forms. It is vital that such studies combine a statistical approach and a qualitative approach, due to the complexity of the phenomena. For example, more qualitative approaches give a better understanding of the impact of food practices on anaemia or, in the other field, the sociocultural factors influencing nutrition, despite their frequently being insufficiently taken into account<sup>30</sup>.

Therefore it would be useful to develop methodologies and indicators that enable a better appreciation of the impact of agriculture and agricultural policies on the population's nutrition.

### ■ **Standardize periodic evaluation of food security levels at family level**

It is suggested that the possibilities be looked at of developing simple methodologies already tried out in other Latin American countries, such as the Latin American Household and Caribbean survey on Food Security (ELCSA), so as to standardize the periodic evaluation of food security levels at family level.

## **CONFIRM AND FURTHER STUDY CURRENT GOVERNMENT POSITIONS**

From the point of view of improving nutrition levels in the population and involving the agricultural sector, there is a need to confirm and to make a deeper study of the current government's positions.

### ■ **Maintain the approach against CCM and anaemia, without neglecting other dimensions of nutrition policy**

Given the serious consequences of CCM and anaemia in pregnant women and infants, the specific approach to these problems seems fully justified, coordinating the different sectoral interventions. Nevertheless, interventions concerning the population at other physiological stages must not be neglected, in particular children over the age of three and adolescents, for whom a balanced diet and healthy nutritional practices are key to development, welfare, health and learning capacities, with short-term consequences but also longer-term impacts. Also, it is important that approaches focusing on specific physiological stages and population categories be complementary with more global policies responding to the objective of guaranteeing the right of all to healthy and nutritional food.

The contribution of agriculture and the Ministry of Agriculture to these other focalized or global policies is necessary. These policies (in particular, the promotion of school food based on a supply of locally produced nutritious foods and the promotion of safe and healthy food for children and adolescents, etc.) can contribute to a more inclusive development of agriculture.

### ■ **Strengthen the inclusive, sustainable, and food security approach in agricultural policies**

There is a correlation between the level of rural poverty and the prevalence of malnutrition. Efforts to direct agricultural policy towards the poorest peasant population, taking into account the ecological sustainability of production and the food security objective through specific programmes, should be strengthened. It is necessary to alleviate the hunger gaps in rural populations, which also affect productivity levels when peasant populations are weakened during their labours. This implies an increase in human and financial resources, in particular for implementation at regional and district levels. The experience and achievements of projects past and present of NGOs, MINAG and MIDIS (*My enterprising little farm*) deserve to be built on.

30 - In this respect see Del Pino et al, 2012.



For part of the peasant population, the acquisition of assets is vital, and it is therefore recommended that ways be found of making current rules more flexible, so as to make funding of individual assets possible for peasant families with least capital.

Freeing the markets has meant a lowering of the terms of exchange between the city and country. The question of agricultural price levels, and of possible protections against certain imports that have a negative influence on product prices paid to producers, deserves tackling, without neglecting the impacts for the most vulnerable urban population through possible complementary measures.

### ■ **To make the most of participation in the SUN initiative**

Participation in the SUN initiative is an opportunity to take advantage of experiences in other countries. Broader dissemination is recommended of the lessons in nutritional policies in other countries that can be obtained through this participation. In turn, the achievements obtained by Peru deserve dissemination among other countries and the SUN initiative can facilitate such dissemination. Exchanges of professionals from different countries can promote joint learning.



## **COORDINATE AGRICULTURAL POLICIES WITH OTHER PUBLIC POLICIES FOCUSING ON NUTRITION**

The coordination between agricultural policies and other public policies focusing on nutrition is a key target that basically involves MINAG, MIDIS and MINSA, but also other sectoral ministries and the government as a whole.

### ■ **Necessary agreement and coordination between the Include to Grow and the food and nutrition safety strategies**

On the one hand, an intersectoral mechanism is needed for agreeing on and coordinating the *Include to Grow* and national food and nutritional security strategies, as certain intervention areas are common to both. It is necessary that the two strategies be coherent and that approaches and intervention methods in common areas be shared.

### ■ **Defining the specific contribution of agriculture and the agricultural sector to nutrition policy**

On the other hand, progress must be made in defining the specific contribution of agriculture and the agricultural sector to nutritional policy, or rather: *what type of foods, with what characteristics, in what quantity, how frequently and regularly, what type of preservation or transformation is required in response to specific nutrition deficiencies identified in different types of population, territories and physiological stages (pregnant mothers and infants in particular)?* This would allow the appropriate definition of complementary, coordinated interventions by other sectors (educating mothers, hygiene, home improvement, preventive

health, mineral and vitamin supplementation, promoting fortified complementary foods for infants, promoting mass food fortification).

### ■ **A results-based budgeting programme for food and nutrition security with a specific focus on the rural sector enabling coordinated actions**

Progress is needed towards effective coordination between the different interventions, not only at national level in the overall design of policies, but also at the operational level of regional and local governments.

To enable effective dialogue and cooperation between those in charge and experts of the different sectors, specific programmes for training on nutrition and coordination between the different interventions should be promoted. Also, it is recommended that courses on nutrition be included in the initial training curriculum of agronomists.

The creation of a results-based budgeting programme specifically focused on food and nutrition security, and which furthers coordinated projects, would be a useful tool for moving towards better coordination.<sup>31</sup> It is recommended that account be taken, within such a programme, of the specific situation of peasant populations that are scarcely market-integrated and for which food is mainly based on self-consumption. As Federico Arnillas, President of MCLCP, reminds us, “*Sufficient account is not taken of the specificities of the country*” and there should be a different approach between country and city. The need to fund individual assets that respond to the objective of improving nutrition should be considered.

## **COORDINATION OF INITIATIVES BY THE EXECUTIVE AND LEGISLATIVE AUTHORITIES**

Finally, coherence and complementarity must be guaranteed between the between the future strategy for food and nutrition security and the law on food security that should be proposed to Congress. Therefore, it is recommended that appropriate mechanisms be established for reaching agreement and, if necessary, postponing planned schedules.

Both the executive and the legislative authorities have a role to play in this rapprochement, and MCLP can help to achieve this.

31 - In 2010, a budgetary programme proposal was prepared for food security, but was not approved. It is currently under renewed discussion.



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# ANNEXES

## Rates of exchange used (21<sup>th</sup> may 2013)

1 New Sol = 0.293 €

1 US \$ = 0.774 €

## Persons Interviewed

(Lima and Ayacucho, 16-24 May 2013)

<b>Luis Espejo Alayo</b>	Director of Programmes and Agreements	Action against Hunger Foundation – Peru
<b>Fernando Castro Verastegui</b>	Director of Agricultural Policy	Ministry of Agriculture
<b>Maria Elena Ugaz Lena Arias</b>	Nutrition and Child Development Officer Assistant	United Nations Children's Fund – UNICEF
<b>José Enrique Castillo Sánchez Soyla Yempen</b>	Representative of MIDIS at the Multisectoral Food and Nutrition Security Commission	General Directorate of Policies and Strategies of the Vice-Minister's Office for Policies and Social Evaluation – Ministry of Development and Social Inclusion – MIDIS
<b>Alberto García de Romaña</b>	Strategic Adviser to the FAO Regional Representation for Latin America and the Caribbean	United Nations Organization for Food and Agriculture – FAO
<b>Federico Arnillas Lafert</b>	Chair of the <i>Mesa de Concertación</i> (body facilitating consultation and communication) for the Fight against Poverty	Mesa de Concertación para la lucha contra la pobreza – MCLCP
<b>Cecilia De Bustos Janita Bartell</b>	Nutrition and Child Development Programmes Officer Programme Assistant	World Food Programme – WFP
<b>Nelly Zavaleta</b>	Researcher (Nutrition)	Nutritional Research Institute de – IIN
<b>Ismael L. Osco Sihui</b>	Regional Director of Agriculture - Ayacucho	Regional Government of Ayacucho
<b>Celina Salcedo</b>	Representative of social organizations	Mesa de Concertación de Lucha Contra la Pobreza – Ayacucho
<b>Wilber Ricalde Torres</b>	Coordinator of productive projects, Ayacucho - FONCODES	FONCODES – Ayacucho
<b>Iñigo Lasa Hernández Henry Torres Fuentes Rivera</b>	Chief of Mission Chief of base	ACF – Peru
<b>Walter Ore Avalos</b>	Regional Manager of Social Development	Regional Government, Ayacucho
<b>Fernando Bonilla Menéndez</b>	Head of Basic Needs Programme	Spanish International Cooperation Agency for Development – AECID
<b>Guillermo Rebosio Arana</b>	Director-General – Bureau of Planning and Budget	Ministry of Agriculture

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